

National Analytical Study on Housing

RAXEN Focal Point for Greece

ANTIGONE - Information & Documentation Centre

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1.Executive summary

Access to decent housing was recognised as a fundamental universal human right in the drafting of the Universal Declaration of Human Rights (Article 25 -1): *“Everyone has the right to a standard of living adequate for health and well being of himself [or herself] and his [or her] family, including food, clothing, housing and medical care and necessary social services... ”*.

The European Union has no common policy on housing and EU Treaties do not bring housing under the competence of the European Commission. Nevertheless, housing policy is gradually becoming an important part of the European political agenda: This trend is confirmed by significant political events, such as the Pan-European Ministers conference on “sustainable housing policies” planned for the second half of 2004 together with the significant proposal of Italy to explicitly deal with “Housing and the European integration” as a special theme at the next Housing Ministers conference in the second semester of 2003. Furthermore, Directive 43/2000/EC prohibits all forms of discrimination in all areas of social life including housing on the basis of race or ethnicity

In Greece housing issues are largely considered to belong to the private rather than the social sphere and state policies on social housing are limited. Before WW II, the bulk of the population lived in villages where the family set the standards and dictated solutions to housing issues. The rapid urbanisation of the first two post-war decades that was fuelled by the wave of internal migration caused by the civil war and rapid industrialisation created major housing problems, especially in Athens. The rural family support systems largely broke down and most of the low-income households covered their housing needs by unauthorised self-help building either on small plots they bought or by squatting on public or church lands in the absence of available and affordable rental accommodation or transport facilities near the newly developing industrial areas. These developments formed the main characteristics of post war Greek housing: A high ratio of owner-occupied housing; a significant number of houses without building permit; a marked absence of state intervention apart from limited in scope town planning and often not enforced building regulations; a poor quality urban infrastructure, especially in poor areas.

During the 1980s and 90s social mobility led to significant changes in the social characteristics of the major urban areas with social climbers moving from the city centre or its degraded surroundings towards better areas and immigrants coming to occupy their vacated dwellings.

Greek housing policy remained thus limited in scope and effect focused almost exclusively on issues of town planning and without a public authority responsible exclusively for housing. OEK, the public organisation responsible for low income housing is almost exclusively concerned with distributing a very small number of homes to its beneficiaries and providing subsidised loans. Housing benefits are limited in scope and potential beneficiaries and the most common form of housing support is unlimited deductibility of mortgage interests.

Even in the late 1990's, when Greece developed its National Action Programme to further social inclusion the importance of access to decent quality housing is still not clearly recognised as a key condition for social integration¹.

Socially vulnerable groups, like alien and ethnic Greek immigrants, the Muslim minority in Western Thrace and the Roma continue to live in low quality houses due not only to their financial situation, but also due to racist and/or xenophobic attitudes of landlords as well as some local authorities. Especially asylum seekers and the Roma constitute the most disadvantaged groups in relation to housing often living rough or in makeshift accommodation. However, it should also be pointed out that with the notable exception of the Roma, housing segregation is not evident and immigrant households are distributed fairly equally throughout the urban areas thus facilitating social inclusion.

There are no official statistical data and very few reliable studies concerning the situation of socially vulnerable groups with respect to housing. There are also very few studies and information from international organisations, such as FEANTSA and local NGOs, such as Arsis or the Greek Helsinki Monitor are limited to a general description of the situation or paradigmatic references to isolated cases.

The absence of a single public body responsible for housing issues does not facilitate the development of strategies and the comprehensive and coordinated management of initiatives and actions combating exclusion, discrimination and racism in housing. It is the intention of this analytical report to bring such deficiencies to the attention of policy makers in an effort to convince of the necessity for far reaching reforms in housing policy by presenting the problems created in the present context.

¹ Draft Joint Report on Social Inclusion - COUNCIL OF THE EUROPEAN UNION Brussels, 12 December 2001 15223/01 ADD 2 SOC 538 ECOFIN 400 EDUC 161 SAN 167. PUB/GR/0690

2. Table of Contents

1. Executive summary.....	3
2. Table of Contents.....	5
3. Introduction.....	7
4. Past and Current Political and Cultural Situation.....	8
5. The Legal Situation - policies and initiatives.....	11
A. Legal instruments concerning housing.....	11
B. Legal instruments concerning discrimination and racism.....	12
C. Competent public authorities for housing issues.....	14
d. Competent public authorities for discrimination and racism.....	15
e. NGOs active in housing issues.....	15
6. Theoretical and methodological approach.....	16
A. Official definitions and demographic data of socially vulnerable groups.....	17
B. Some methodological and theoretical considerations.....	21
7. Description and Analysis of Existing and Non-existing Data and Sources.....	24
A. Non-existing data and sources.....	24
B. Existing data and sources.....	25
8. Strategies, Initiatives and Good Practices for Reducing Racism and Supporting Diversity in Housing.....	35
9. Summary and Conclusions.....	38
Annex 1: Glossary and definitions.....	40
Annex 2 – Supplementary Material.....	42
1. Housing conditions for low-income and immigrant households, Athens 1999...	42
4. Aliens resident in Greece in 2001 by nationality and sex.....	44
5. Aliens resident in Greece (declaring that they are employed) by family status and area and type of residence.....	44
6. Number of dwellings according to occupancy.....	45
7. Housing amenities of all inhabited dwellings.....	46
8. Total population resident in urban – rural areas.....	47
9. Aliens (declaring that they are employed) by years of residence, nationality and sex.....	47
10. Aliens by educational level and nationality.....	48
11. OEK HOUSING BENEFITS.....	49
12. Quality of housing: run-down surrounding areas.....	49
Annex 3 – Bibliography.....	56

Tables

1. Housing conditions for low-income and immigrant households, Athens 1999
2. Proportion of households owning their accommodation, EU
3. Dwellings per 1000 inhabitants, dwelling stock, and principal dwellings, EU, 1980-2001
4. Aliens resident in Greece in 2001 by nationality and sex
5. Aliens resident in Greece (<u>declaring that they are employed</u>) by family status and area type of residence, 2001
6. Number of dwellings according to occupancy, Greece 2001
7. Housing amenities of all inhabited dwellings, Greece 2001
8. Total population resident in urban – rural areas, Greece 2001
9. Aliens in Greece, 2001 (<u>declaring that they are employed</u>) by years of residence, nationality and sex
10. Aliens by educational level and nationality, Greece, 2001
11. OEK HOUSING BENEFITS p.48
12 Quality of housing: run-down surrounding areas, EU 2000
13. Households by tenure status, EU, 1996
14. Households by subjective and normative overcrowding, EU, 1996
15. Households by number of problems of dwellings, EU, 1996
16. Households by lack of amenities, EU, 1996
17. Vandalism or crime in the area, EU, 1996
18. Social shelters run by the state, local authorities, the Church and NGOs, Greece
Subtable 1: social shelters run by the state
Subtable 2: social shelters in Greater Athens run by the Church
Subtable 3: social shelters in Greater Athens run by NGOs
19. Private households 1980 – 2001

3. Introduction

Aims and Motivation of the Study

The purpose of the present report is to give a broad overview of the current situation in Greece concerning racism, discrimination and exclusion of immigrants and minorities in housing; to summarise the legal basis and recent policy developments in the field; and to try to provide some explanatory frameworks in order that the rather idiosyncratic Greek situation be easier understood. We have also attempted to identify some good practices, and put forward some suggestions on how to tackle the more problematic aspects.

One of the features of the situation in Greece, as we have frequently repeated, is the almost complete deficit of reliable relevant data – be they statistics, or information generally, or significant research on the area. In order to address this problem, we have actually been obliged in certain cases to construct our own datasets from semi-processed data provided by the National Statistical Service of Greece and others. In terms of policy developments and outcomes, we are indebted to the Ombudsman, as well as to numerous helpful officials in various ministries and to colleagues in the National Commission for Human Rights. Despite our excellent relations with all these actors, we remain critical of the management of discrimination and immigration matters by the Greek state, which is largely due to the absence of foresight, and planning by policy makers and the lack of proper funding. We believe that most of the serious problems identified are of a structural nature, and require serious commitment by policy makers. It is our hope that we can make a small contribution to such progress, through this report and its identification of problems and policy recommendations.

4. Past and Current Political and Cultural Situation

Urbanisation is a relatively recent phenomenon in Greece: In villages and small towns housing was traditionally regulated by social processes involving, family and kin primarily through the social institution of “dowry” that usually took the form of a dwelling². The influx in 1922 of almost 1,5 million refugees from Asia Minor after the Greek defeat in the war against Turkey led to the first massive urbanisation as large numbers of ethnic Greek refugees settled in urban areas.

During the post-war period, the 1946-49 civil war, but also the rapid economic and industrial development around urban areas caused a second massive urbanisation. As in the first case, this created a crisis in housing that led the construction industry to function both as a means to development and as a catalyst in the country's economy attracting large sums of private capital and people's savings. The housing market was activated exclusively by private initiative, either through small scale building contractors or through individual small plot owners building their houses; the funds invested in it are estimated to have exceeded during certain periods over 10 times the total of public investment in public works in Greece.³

The main concern of the state with respect to housing was until recently restricted to supporting construction activity by both keeping construction costs low and/or tolerating unauthorised building. As the cost of housing was gradually reduced and the average income increased the overcrowded ratio of 3 persons per room of the early 50's became 2 rooms per person in 1991, while almost 5 million dwellings now correspond to 3.3 million households. This policy, however, affected adversely both the quality of the dwellings and the quality and availability of infrastructure and public utilities: “Thus for the sake of profit-making, housing has not been viewed as a fundamental commodity but rather as mere merchandise. This basic misconceived protectionism led to a policy of non-intervention by governments, which accounts for the fragmentation and lack of proper planning in most Greek cities. As urbanization has escalated and the private funding of housing construction diminished, these deficiencies have become more evident and problematic. Despite its significance both in economic and in social terms, the construction and provision of housing was left almost entirely to private enterprise. Public contribution never exceeded 5% of the total output, while no government showed any intention to intervene directly by setting the rules of the game.”⁴

In summary, two main interrelated features characterise housing in the period from 1950 to the late 1990s: Firstly, the inability of the state to develop adequate town planning

² The dowry is no longer legally sanctioned but remains a strong element of Greek tradition, and most Greek families would provide a house or flat to a newly married couple, whenever financially possible.

³ FEANTSA – European Observatory on Homelessness, ANNUAL REPORT 2000 On Homelessness in Greece: Working Together to Prevent Homelessness among Disadvantaged and Vulnerable Groups, by A. Sapounakis, p. 13 available from <http://www.feantsa.org> (25/09/2003). PUB/GR/0300

⁴ FEANTSA – European Observatory on Homelessness, ANNUAL REPORT 2000 On Homelessness in Greece: Working Together to Prevent Homelessness among Disadvantaged and Vulnerable Groups, by A. Sapounakis, p. 14 available from <http://www.feantsa.org> (25/09/2003). PUB/GR/0300

processes, to enforce existing building regulations and to support low income and socially vulnerable groups; secondly, the large extend of unauthorized building⁵ that continues even today to enjoy surprisingly widespread popular legitimation.

The rate of [house ownership](#) in Greece remains amongst the highest in the European Union⁶ with 80% of Greek families owning at least one dwelling and 70% living in their own house. Real estate has traditionally been the favourite depository of savings, as the risk of capital loss or depreciation is minimal and thus many families bought not only a house for themselves, but for their children as well. Nevertheless, the quality of available housing is of relatively poor quality. In Athens and Thessalonica, apartment blocks constructed during the first post-war decades offer poor light and air, particularly in basement dwellings built until the mid 1980s and often occupied today by immigrants in overcrowded conditions. Furthermore, in all urban areas there is a marked absence of open and green spaces, largely because of the inadequate city planning during previous decades.

Data concerning Roma housing⁷ paints a very bleak picture particularly for the nomadic Roma who have no access to sanitary facilities, garbage disposal, sewage, water or electricity, while some of their camps are situated in or bordering landfill sites or heavily polluting factories. Property owners often refuse to let accommodation to Roma or offer substandard dwellings at high prices. Roma wishing to purchase a dwelling also find it very difficult to secure a private⁸ mortgage, because of the nature of their employment.

The ethnic Turks, Pomaks and Roma composing the Muslim minority in Thrace also have housing problems. Muslims and Christians live in unofficially segregated villages and areas in the cities of Komotini and Xanthi: the infrastructure of the Muslim housing areas, particularly the Roma's, is visibly much worse than the Christian areas. Furthermore, minority members had until the early 1990s serious problems in buying or transferring property. According to our own research unofficial segregation was not imposed by direct actions of state authorities, but was rather the effect of a situation of two communities that for long lived suspicious of each other as representing each other's "national enemy". It should be noted that the situation of minority members living in villages is much worse due to the poor quality of the houses and the lack of infrastructure, especially paved roads; however, the situation is improving rapidly.

⁵ Although there are no official statistical data on the actual number of buildings erected without planning permission and researchers differ in their estimates, the Technical Chamber of Greece (more information available in Greek only at <http://www.tee.gr>) considers that until 1983 more than 50% of all buildings in Greece were built illegally without permit (380 municipalities did not have a town plan). Successive legalization procedures by state authorities have not resolved the issue and a draft law just tabled in Parliament (20/09/2003) legalizes once more thousands of unauthorized buildings.

⁶ See Appendix 2 - 2

⁷ ROM Network, (2000) "Pan-Hellenic Census Study investigating the social, housing conditions and needs of Greek Roma Citizens", unpublished, available on request from the ROM Network <http://www.romanet.gr> (PUB/GR/0691); EETAA (2001): "Integrated Action Plan for the Greek Roma", Athens: EETAA, p.57 (PUB/GR/0692); several reports from the Greek Helsinki Monitor (among other NGOs) available at <http://www.greekhelsinki.gr/special-issues-roma.html> (22/09/2003) (NFPGR0038); the Greek NFP (2002) Case Study 2 "Roma of Nea Kios". PUB/GR/0693.

⁸ As part of the Integrated Action Plan for the Greek Roma bank loans have been made available to Roma, but as will be discussed in Ch. 6 this has been materialized in very few cases.

Foreign immigrants and asylum seekers entered Greece in massive numbers during the 1990s mostly illegally since there was no legal provisions for immigration. In 1998 the state introduced the first legalisation process for undocumented immigrants that was followed by a second in 2001 on the basis of the first comprehensive immigration law 2910/2001. The absence of social housing in Greece means that the housing situation of foreign immigrants and asylum seekers depends exclusively on their financial status and their individual efforts to find suitable accommodation. Reports from NGOs, such as the Network for Social Support for Migrants and Refugees⁹, the Greek Council for Refugees¹⁰, the Doctors of the World¹¹ and the Greek Helsinki Monitor¹² state that most undocumented foreign immigrants and asylum seekers who enter the country illegally could only find shelter –sometimes for prolonged periods of time– in abandoned buildings or in parks. Documented, employed immigrants mostly live in substandard housing in urban areas, while those in rural areas working full time are usually provided with low quality accommodation by their employers whereas those employed as seasonal workers usually live in makeshift huts in the fields. Immigrant organisations report that their members are often rejected by landlords because of their race or ethnicity, offered substandard accommodation at high prices. It is also common for immigrants to cohabit both because of the difficulties involved in finding affordable housing and in order to save money to send home.

Such significant social inequalities in housing are documented in a very small number of reliable studies, such as the [1999 DEPOS survey](#) conducted in the Athens metropolitan area that reveals a significant differentiation between the housing conditions of foreign immigrants and especially Albanians compared to the rest of the population¹³.

Ethnic Greek “repatriates” from the NIS and ethnic Greek immigrants from Albania also entered Greece in large numbers during the 1990s. The state distinguishes between the two groups attributing citizenship under very favourable conditions and support in education, vocational training, employment and housing to “repatriates”. Ethnic Greeks from Albania receive a special identity card allowing permanent residence, free employment and all social welfare provisions available to Greeks, but there is no other form of support. Independent studies and reports from their representative organisations suggest that both groups have experienced serious problems of exclusion and discrimination during their first years in the country especially in employment and housing.

⁹ A partner organization of the NFP. More information available at <http://users.hol.gr/~diktio> (01/09/2003). NFPGR0050

¹⁰ More information available at <http://www.gcr.gr> (04/09/2003). NFPGR0079

¹¹ More information available at <http://www.mdmgreece.gr> (09/09/2003.) NFPGR0017

¹² More information available at <http://www.greekhelsinki.gr> (23/09/2003). NFPGR0038

¹³ DEPOS/MRC (1999), "Condition and Trends in the Housing Market in the Greater Athens Area", Athens (unpublished available from DEPOS, the Public Corporation for Housing and Urban Development). PUB/GR/0694

5. The Legal Situation - policies and initiatives

There are no special legal provisions in either the civil or administrative codes concerning housing. The Council Directive 2000/43/EC has not as yet been transposed¹⁴, despite strong criticism.

a. Legal instruments concerning housing

- **The Constitution of 1975/76**¹⁵ (Article 21. Par 4) recognises the State's responsibility for providing housing to those "*who are homeless*," and provides that housing "*shall be the subject of special attention by the State*" without distinction between Greek citizens and other residents. The right of all citizens to social housing, however, remains basically theoretical as it does not correspond to concrete policies or any statutory duty of central or local government relating to provision of housing for socially disadvantaged groups. Thus, the right to social housing falls into the broad category of non-directly enforceable social rights.
- The main international treaty containing housing rights provisions is the **International Covenant on Economic, Social and Cultural Rights (CESCR)**¹⁶ stating in Article 11(1): "*The States parties to the present Covenant recognize the right of everyone to an adequate standard of living for himself [or herself] and his [or her] family, including adequate food, clothing and housing, and to the continuous improvement of living conditions. The States parties will take appropriate steps to ensure the realization of this right, recognizing to this effect the essential importance of international co-operation based on free consent.*" Furthermore, the **International Convention on the Elimination of All Forms of Racial Discrimination (ICERD)**¹⁷, in Article 5(e)(iii) states: "*States Parties undertake to prohibit and eliminate racial discrimination in all of its forms and to guarantee the right of everyone, without distinction as to race, colour, or national or ethnic origin, to equality before the law, notably in the enjoyment of the following rights:...(e) in particular...(iii) the right to housing.*"
- Law 1337/1983¹⁸(amended by other laws, Presidential and Ministerial Decrees) is the basic legal instrument regulating city planning.

¹⁴ Following a request by ANTIGONE, the National Commission for Human Rights sent a letter to the Prime Minister and the Minister of Justice (20, June 2003, Ref. No. 190) requesting to be formally informed of the transposition process.

¹⁵ Greece, The Constitution of the Hellenic Republic (FEK 85A – 18/04/2001). Available in English at <http://www.hri.org/docs/syntagma/> (13/09/2002). PUB/GR/0466

¹⁶ Ratified and signed by Greece. Current ratification status of UN covenants and conventions available at <http://www.unhchr.ch/pdf/report.pdf> (21/09/2003). PUB/GR/0695

¹⁷ Ratified and signed by Greece. Current ratification status of UN covenants and conventions available at <http://www.unhchr.ch/pdf/report.pdf> (21/09/2003). PUB/GR/0696

¹⁸ Greece, N. 1337/1983 (FEK 33A/14-03-1983). PUB/GR/0697

- **Law 1647/1986**¹⁹ on the establishment and development of a land registry in Greece. The absence of a land registry, despite several efforts by the state since 1836 resulted in widespread squatting on public land.
- **Law 2508/1997**²⁰ on sustainable urban development and city planning of cities improves on law 1337/1983, but contains no reference to housing provisions for socially vulnerable groups.
- **Law 2646/1998**²¹ aims at providing the framework needed to groups threatened by poverty and social exclusion by setting up a National System of Social Welfare catering for the acute social needs of any legal resident. NGOs and the public sector may cooperate in the provision of services.
- **Presidential Decree 95/2000**²² (amended by **P. D. 299/2000**²³) establishes the 'Department for the Protection of Vulnerable Groups' in the Directorate of Social Awareness and Solidarity in the Ministry of Health and Welfare with important competencies, such as: The development and implementation of programmes of social protection or financial assistance of people in financial need, Greek repatriates, refugees and asylum seekers as well as other socially vulnerable groups; the evaluation of proposals concerning housing assistance to homeless families or families in substandard accommodation; the supervision of housing projects, etc.
- Ministerial Decree A5/696/25.4-11.5.83²⁴ on "Sanitary Provision for the Organised Relocation of Wandering Nomads," states that "the unchecked, without permit, encampment of wandering nomads (Athinganoi, etc.) in whatever region is prohibited. The lands for the organised encampments of wandering nomads [...] must be outside the inhabited areas and in good distance from the approved urban plan or the last contiguous houses. Encampment is prohibited near archaeological sites, beaches, landscapes of natural beauty, visible by main highway points or areas which could affect the public health (springs supplying drinking water etc.). Such legislation is in direct contrast to several international legal instruments including EU Directive 43/2000/EC and should be repealed.

b. Legal instruments concerning discrimination and racism

- **The Constitution of 1975/76** guarantees the personal rights, dignity, respect of person and property and freedom of religion and thought of all residents. (Article 5, Par. 2).
- **Law 927/1979**²⁵ (amended by Law 1419/84 and Law 2910/2001) is the anti-racist criminal law stating that "whoever intentionally and publicly instigates, either orally or in the press

¹⁹ Greece, N. 1647/1986 (FEK 141A/19-09-1986.) PUB/GR/0698

²⁰ Greece, N. 2508/1997 (FEK 124A/21-09-1997). PUB/GR/0699

²¹ Greece, N. 2646/1998 (FEK 236A/20-10-1998). PUB/GR/0700

²² Greece, P. D. 95/2000 (FEK 76A/10-03-2000). PUB/GR/0701

²³ Greece, P. D. 299/2000 (FEK 240A/02-11-2000.) PUB/GR/0702

²⁴ Greece, M. D. A5/696/25.4 (FEK 243B/11-05-1983.) PUB/GR/0703

²⁵ Greece, N. 927/1979 (FEK 139A/28-06-1979). PUB/GR/0467

or through written texts or illustrations or through any other means, acts of activities capable of provoking discrimination, hatred or violence against persons or a group of persons, only due to their racial²⁶ or national origin or religion, is punishable by imprisonment of up to two years or a fine or both.”

- **Law 2910/2001**²⁷ (amended by Law 3013/2002²⁸) regulates the entry, residence and employment conditions for aliens and citizenship acquisition, but contains no mention of measures for either the social integration or social support of immigrants. The Ministry of the Interior is preparing further amendments to the law aiming at improving social support structures available to immigrants and at incorporating anti-discrimination provisions. The immigration law originally required a minimum period of 15 years continuous legal residence in order to apply for a permanent residence permit. This has now²⁹ been reduced to 6 years, but none have as yet been issued³⁰. Furthermore, 2-year permits can only be issued by the Ministry of Interior, so prefectures are unable to offer such permits. Since a valid employment contract is required to renew the work permit, and the latter to get a residence permit, there is a question about the residence rights of longer-term immigrants who lose their jobs.
- **Law 2790/2000**³¹ regulates the repatriation procedures for ethnic Greeks from the NIS³². The law established special rights, privileges and social support structures for repatriates to assist in their integration.
- **The Lausanne Treaty**¹⁰ constitutes the legal basis for the legal definition, treatment, rights and obligations of the Muslim minority in Greece. Despite bilateral differences in the interpretation of certain clauses all subsequent agreements between Greece and Turkey have relied upon the Treaty. It regulates every aspect of the relationship between the Greek state and the Muslim minority.
- **Presidential Decree 219/2000**³³: All public and private employees must be treated equally; any discrimination on the basis to sex, race, nationality, ethnicity, religious or political convictions or sexual preference is prohibited. It should, however, be noted that anti-discrimination clauses such as the above are not accompanied by regulatory mechanisms or specific sanctions and thus cannot be practically enforced.

²⁶ The term “racial discrimination” or “racism” is defined according to Article 1. 1. of the International Convention for the Eradication of All Forms of Racial Discrimination (1966) that was ratified by Law 494/1970. The term “race” is to be considered as a “social construction” based on personal and social characteristics of individuals including their religion, culture, nationality and ethnic origin. PUB/GR/0704

²⁷ Greece, N. 2910/2001 (FEK 91A/02-05-2001). PUB/GR/0448

²⁸ Greece, N. 3013/2002 (FEK 102A/10-05-2002). PUB/GR/0446

²⁹ By virtue of law N. 3013/2002 (FEK 102A/10-05-2002). PUB/GR/0446

³⁰ On the basis of verbal information by Ministry of Interior officials. Official data are not yet available.

³¹ Greece, N 2790/2000 (16/02/2000) PUB/GR/0470

³² Recently the government announced that the law would be amended to include ethnic Greek immigrants from Albania. This has attracted strong criticism from the opposition arguing that it would significantly reduce the Greek national minority of Albania, since Albania does not allow dual citizenship and would revoke Albanian citizenship from any of its citizens that acquired another.

³³ Greece, PD 219/2000 (FEK 190/31-08-2000) PUB/GR/0705

c. Competent public authorities for housing issues

In contrast to the practice followed in most other member states housing policies are planned and implemented in Greece by the central government through either its ministries or central public authorities. Local authorities have no significant input or power, but some local authorities³⁴ have set up basic municipal services offering shelter and providing meals and other services to homeless in local hostels. Therefore all public authorities listed below are either directly controlled or supervised by the respective Ministries.

- **The Ministry of Health and Welfare** is responsible for: "The promotion, protection, maintenance and rehabilitation of the biological, mental and social well-being of the individual and of the society; the equality concerning the provision of the best possible health and welfare services and goods to the society depending on the needs of each individual; the protection of the individual and social rights concerning the provision of health and welfare services."³⁵ The Ministry itself has no housing policy as is evident from its mission statements and legal competencies, while its Department for the Protection of Vulnerable Groups is almost exclusively concerned with health issues.
- **OEK**³⁶ (Workers' Housing Association) is the public body responsible for social housing. Its potential beneficiaries are all employees of the private or public sector who are insured by one of the main public social security funds contributing 1% of their gross income to OEK. To be eligible for housing provisions an employee must also meet additional requirements concerning ownership of property and minimum insured workdays (varies according to family and social situation).
- **The Technical Chamber of Greece**³⁷ established in 1923 is a public authority supervised by the Ministry for Environment, Planning and Public Works³⁸ that functions as the government's advisor in all matters concerning technology and specifically city planning, the national land registry and the construction of buildings.
- **OKXE**³⁹ was established in 1986 and is the public organization responsible for the National Land Registry. The continuing absence of comprehensive land registry is largely responsible for the phenomenon of the continuing usurpation of public land and the massive scale of unauthorised building.
- **The National Council for Social Care**⁴⁰ is a public authority under the supervision of the Ministry of Health and Social Welfare. Its aim is to assist the Ministry in drafting social welfare policies, but it has no competence for the actual implementation of policies.

³⁴ Notably the Centre for the Homeless of the Municipality of Athens

³⁵ Mission of the Ministry available at <http://www.yyp.gr/EN/en.html> (20/09/2003)

³⁶ More information available at <http://www.oek.gr> (23/09/2003). NFPGR0227

³⁷ More information available at <http://www.tee.gr> in Greek only (17/09/2003)

³⁸ More information available at <http://www.minenv.gr> (17/09/2003)

³⁹ More information available at <http://www.okxe.gr> and <http://www.ktimatologio.gr> (17/09/2003)

⁴⁰ More information available at

<http://shell187.mohaw.gr/subarticle.asp?submenu=yes&categoryid=478&parent=453&print=#Article> (22/09/2003)

d. Competent public authorities for discrimination and racism

I. The Ombudsman

The Ombudsman is an independent public authority established by Law 2477/1997⁴¹. During 2002 the Ombudsman received 11,762 complaints on administrative actions or omissions by government departments or public services that infringe upon the personal rights or violate the legal interests of individuals or legal entities. Several of the complaints concerned housing issues particularly regarding Roma and the conditions of detention for asylum seekers. The Ombudsman issues an Annual Report.

II. The National Commission of Human Rights

The National Commission of Human Rights is an independent public authority established by Law 2667/1998⁴² with a consultative status to the government on human rights issues. The NCHR issues an Annual Report.

e. NGOs active in housing issues

The most important NGO active in housing is Arsis⁴³, specialising in the social support of youth and the protection of youth rights. It was founded in 1992 and maintains offices in Athens, Thessalonica and Volos. ARSIS employs full and part time social workers, psychologists, sociologists, lawyers, criminologists and teachers, but uses the services of many volunteers. The organisation publishes a quarterly electronic newsletter and an annual report.

⁴¹ Greece, N. 2477/1977 (FEK 59A/18-04-1997). PUB/GR/0462

⁴² Greece N. 2667/1998 (FEK 281A/18-12-1998). PUB/GR/0601

⁴³ More information available at <http://www.arsis.gr> (20/09/2003). NFPGR0206

6. Theoretical and methodological approach

The Ministry of Labour and Social Security⁴⁴ is the only public authority that applies operational definitions of vulnerable social groups in the context of policies and projects aimed at combating social exclusion. The groups listed⁴⁵ are: Roma; Repatriated ethnic Greeks; Immigrants; Refugees; Cultural and Religious Minorities; Inhabitants of mountainous and remote regions; Single parent families; Prisoners and ex-prisoners; Juvenile delinquents; Addicts and ex addicts of narcotic substances; Disabled individuals; Mental patients; HIV positive patients. For the purposes of the present report on housing we will focus on the following groups as possible victims of discrimination, racism and xenophobia in housing due to their ethnic, religious and/or cultural specificity:

- **Documented and undocumented immigrants (aliens)**
- **Asylum seekers and refugees (aliens)**
- **Roma (Greek citizens)**
- **Ethnic Greek “repatriates” from the NIS and ethnic Greek immigrants from Albania**
- **Religious Minorities (Greek citizens)**

Common features of the above groups are their relative exclusion⁴⁶ from essential public social services, such as education, vocational training, social welfare, health care and other social activities, the discrimination they face in the housing market that leads them to live mostly in substandard accommodation and their marginal position in the labour market. The problems created by social exclusion have led some of these groups (Roma, ethnic Greek repatriates and Greek Muslims), to develop and rely on extensive informal aid and self-assistance networks that further alienate them from mainstream society.

Racism and discrimination experienced by these groups is part of the general social conditions under which they live. These groups are not homogenous as far as their main (attributed or acquired) social characteristics are concerned, such as nationality, ethnicity, religion, culture, education, skills, and occupation⁴⁷, because these characteristics are constantly changing through the influence of a multitude of political, economic and social factors across time and these changes influence their lifestyles, life chances, expectations and choices. Consequently, the social profile and status of these groups are constantly re-structured through the past and present organizations of social relations and practices.⁴⁸

⁴⁴ Indirectly in the sense that there is no official list, but such groups are defined as vulnerable in policies and projects aimed at combating social exclusion. Relevant information in Greek only available at <http://www.labor-ministry.gr/index.html> (12/08/2003). Also definitions of vulnerable groups can be found in the “National Action Plan for Social Inclusion 2001-2003”, by the Ministry of Labour available at http://europa.eu.int/comm/employment_social/news/2001/jun/napincl2001el_en.pdf (30/07/2003).

⁴⁵ In 2003 it is planned to add the group “homeless”.

⁴⁶ Although formally entitled to such services, members of these groups will tend not use them either because they are intimidated by poor language skills or because of ill-treatment by officials or because they see no real benefit.

⁴⁷ OECD (2001), “The employment of foreigners: Outlook and issues in OECD countries”, p.172
PUB/GR/0706

⁴⁸ Petrakou, E. “Exploring the social and historical dimensions of migration in Europe with special reference to Greece”, unpublished PhD Thesis CRER, University of Warwick, UK, p. 43. PUB/GR/0707

The debate on the relationship between the social position of vulnerable groups and racism surfaced in Greece only during the 1990s. However, the issue of discrimination and racism experienced by such groups still constitutes a marginal and “secondary” issue within a broader debate concerning the class composition and inequalities of the social structure and stratification. Therefore, any primary research on the social situation of vulnerable groups including their housing situation is very scarce, as indicated by recent reviews of the relevant research literature.⁴⁹

Findings from the few existing studies, however, seem to concur in that poverty, deprivation and social exclusion are common characteristics affecting the social life of all vulnerable groups. The situation is aggravated by the relative underdevelopment of the public social services and its inadequate provisions affecting low income groups seriously. Among the vulnerable groups under consideration undocumented immigrants, asylum seekers and nomadic Roma seem to be worst off living in conditions of absolute poverty, lacking basic housing, employment of any type and even suffering from malnutrition. In contrast there seems to be a marked improvement in the living conditions, life chances and the social situation of the Muslim minority in Thrace during the past decade.⁵⁰ We can also assume, as there are still no relevant data available, that the situation of documented immigrants is improving since their legal status allows them both access to public services, better wages and living conditions.

Regrettably, the absence of regular monitoring systems and reliable statistics does not allow us to have sufficient information concerning the social situation of vulnerable groups in order to provide for a systematic analysis. Our work must rely, therefore, on existing data from existing studies and reports produced by public independent authorities⁵¹ and other sources, such as research institutes, individual researchers, NGOs and media reports.

A. Official definitions and demographic data of socially vulnerable groups

I. Resident Aliens (Documented and undocumented migrants, refugees and asylum seekers)

- **Documented migrants** are foreign nationals who reside and work in Greece legally holding a residence and work permit.⁵²
- **Undocumented migrants** are foreign nationals who reside and work in Greece illegally either without a residence and work permit or holding one that has expired.⁵³

⁴⁹ National Centre for Social Research (1999), EuReporting Working Paper No. 8: Greece: “Contributions to Social Reporting, Institutions, Activities, Publications”, p. 2. PUB/GR/0708

⁵⁰ Human Rights Watch (1999), “Greece: The Turks of Western Thrace” available at <http://www.hrw.org/reports/1999/greece/index.htm#TopOfPage> (28/08/2002) (PUB/GR/0709) and Mekos, Z. (1999) “Thrace: Aspects of the minority problem”, Komotini: Thracian Research Association, p. 125 – partly available at http://orpheus.ee.duth.gr/Mekos/Mekos1/ENG_EDITION.HTML (10/08/2002). PUB/GR/0710

⁵¹ The National Commission for Human Rights (NFPGR0144) and the Ombudsman. NFPGR0082

⁵² Greece, N. 2910/2001 (FEK 91A/02-05-2001). PUB/GR/0448

According to [2001 Census](#)⁵⁴ data aliens number **797,093**⁵⁵ (7.3%) in a total population of **10,964,080**. In the Athens Metropolitan Area aliens number **376.732 (10%)** in a total population of **3.761.810**. There are no data concerning undocumented immigrants, since most immigrants are in a continuous process of legalisation/permit application and renewal, with many moving between legality and illegality.

- **Asylum seekers** are foreign nationals and their immediate dependants (wife/husband, minor or handicapped children and parents) who apply or have applied orally or in writing to any public authority for political asylum according to the 1951 Geneva Convention as amended by the 1967 New York Protocol or have entered the country with the intention to apply for asylum according to the Dublin Convention 1990 as transposed in national legislation.⁵⁶
- **Refugees** are foreign nationals who reside and work in Greece legally having acquired the status of political refugee by the competent authorities following the due process prescribed by international law and transposed on national legislation.⁵⁷

The data concerning asylum seekers and refugees collected by the Ministry of Public Order are not publicly available. However, the UNHCR office in Greece releases the same data through its website⁵⁸. The total number of refugees resident in Greece, as of 01 January 2002, was 6,948, of whom 60% are Turks and Poles. During the year 2001, 5,499 asylum applications were submitted, mainly by Iraqis, Turks and Afghans, 1,312 of which were examined. 147 persons were granted refugee status, while another 148 were granted residence permits for humanitarian reasons. Of the total number of applications, 306 concerned unaccompanied minors. In 2002, 5,664 asylum requests were submitted and 9,378 were examined (a record number that including pending cases from several years). 36 persons were granted refugee status and another 64 were granted humanitarian status. The main countries of origin for asylum applications are Iraq (45.32%) and Afghanistan (21.86%). 429 asylum seekers withdrew their applications probably, because they had already remained in Greece long enough to be able to apply for a residence permit as immigrants. Greece granted refugee status to a record low of 0,3% in 2002. In 2003 (until March) 2,912 asylum requests were submitted, 1573 were examined, refugee status was granted to 3 and humanitarian status to 19, while 1570 were rejected.

⁵³ *ibid*

⁵⁴ Some preliminary data concerning the number of all resident aliens are available in Greek only at http://www.statistics.gr/table_menu.asp?dt=0&sb=SAP_1&SSnid=Στοιχεία%20Απογραφής%20Πληθυσμού%202001 (29/05/2003). The National Statistical Service adds more datasets continuously. PUB/GR/0711

⁵⁵ Including refugees and asylum seekers. In relation to economic immigrants the number of refugees and asylum seekers is very small. UNHCR data show that since 1980 and until 2001 Greece awarded refugee status to a total of 6,460 persons with a refusal rate of over 90%. PUB/GR/0712

⁵⁶ Greece, PD 61/1999 (FEK 63/06-04/-1999). PUB/GR/0592

⁵⁷ *ibid*

⁵⁸ Public Order Ministry data from UNHCR at <http://www.unhcr.gr/exec/greekPInewstats2.htm> (30/05/2003). PUB/GR/0712

II. Roma

- **Roma** are members of a social group sharing certain common ethnic – linguistic – cultural characteristics that may differ according to their tribe or clan – **there is no official definition.**

There are no reliable demographic data since Roma are not recorded by the National Census as either an ethnic or linguistic category. The 1951 National Census, last containing linguistic data recorded 7,500 individuals speaking Romani. However, several studies⁵⁹ show that the number of Roma has always been far higher. The 1999 DEPOS study⁶⁰ indicates that there are approximately 63,000 settled Roma and 10,570 nomadic Roma.

Other studies indicate that their number is 150,000⁶¹ – 300,000⁶² loosely organised in “tribes” that are distinguished by features not always identifiable by the non-Roma. The demographic situation becomes even more complicated in view of the entry into the country of Roma from neighbouring Balkan countries after the Bosnian and Kosovo wars. The problem of recording accurately the Roma population presents unique difficulties on the one hand because a significant number continues to lead a nomadic life and on the other because many settled Roma refuse to be recorded as such due to the stigma attached. In interviews with Roma representatives we were told of several cases of educated and settled Roma who keep their Roma identity secret for fear of losing their jobs or the respect of their colleagues and non Roma friends.

III. “Repatriated” ethnic Greeks from the NIS and migrant ethnic Greeks from Albania

- **Repatriated ethnic Greeks (*palinnostountes omogeneis*)** are residents of the New Independent States of the former Soviet Union of Greek ethnic descent who have the right to apply for the acquisition of Greek citizenship, if their nationality cannot be established by the procedures laid out by the Ankara and Lausanne Treaties. Citizenship is granted on the basis of the findings of a special committee appointed jointly by the Minister of the Interior and the Foreign Minister on the basis of an interview and examination of all or any of the following original documents: passport, birth certificate, marriage certificate, family status certificate, identity card or internal passport or any other document that can prove Greek descent.⁶³

⁵⁹ Vaxevanoglou, A. (2001), “Greek Gypsies: Marginalised and family men”, Athens: Editions Alexandraia, p. 17. PUB/GR/0576

⁶⁰ DEPOS/MRC (1999), “Condition and Trends in the Housing Market in the Greater Athens Area”, Athens (unpublished available from DEPOS). PUB/GR/0694

⁶¹ Komis, K. (1998): “Gypsies: History, Demography, Culture”, Athens: Editions Ellinika Grammata. PUB/GR/0577

⁶² EETAA (2001): “Integrated Action Plan for the Greek Roma”, Athens: EETAA, p.45. PUB/GR/0692

⁶³ Greece, N. 2790/2000 (FEK 24A/16-02-2000). PUB/GR/0470

Since the collapse of the Soviet Union and the outbreak of violence in several former socialist republics a large number of ethnic Greeks⁶⁴ migrated to Greece. According to a demographic study made by the General Secretariat of Repatriated Greeks (Ministry of Macedonia and Thrace)⁶⁵ with the help of repatriate NGOs in the regions of Macedonia and Thrace, approximately 135,000 ethnic Greeks entered the country since 1980. The issue of the exact number of ethnic Greek repatriates from the NIS and the process of citizenship acquisition has been repeatedly discussed in Parliament as both major parties have accused each other of falsely attributing citizenship status when in power in order to influence electoral results.

- ***Migrant ethnic Greeks (omogeneis) are Albanian citizens of ethnic Greek descent. They are entitled to a special residence and work permit of three year duration that is issued by the Aliens Department of the Greek Police after examination of all or any of the following original documents: passport, birth certificate, marriage certificate, family status certificate, identity card or internal passport or any other document that can prove Greek descent.***⁶⁶

There are no reliable statistical data concerning the number of ethnic Greeks from Albania⁶⁷ permanently resident in Greece as Albanian citizens with special “omogeneis” identity card and the demographic situation of this group is a politically highly sensitive issue: Official data concerning the number of the special cards is not publicly available, but various estimates put it at 80,000.

IV. Religious minorities

- ***Muslim inhabitants of Western Thrace are considered to be all Muslims established in the region to the east of the frontier line laid down in 1913 by the Treaty of Bucharest.***⁶⁸

The term “religious minority” is used to refer to the autochthonous Muslim minority (composed of three ethnic groups Turks, Pomaks and Roma) in Thrace whose legal status and rights are regulated by the 1923 Lausanne Treaty and other subsequent bilateral agreements. According to the 1951 National Census, there were 92,443 Turkophones, 7,429 Gypsies, and 18,671 Pomaks, for a total of 118,533. After the 1951 Census, the categories national/ethnic origin, language use and religion were removed from the Census forms.⁶⁹

⁶⁴ Another smaller group from both the NIS and CECs were political refugees who had fled Greece after the 1946-49 civil war.

⁶⁵ The General Secretariat no longer exists.

⁶⁶ Greece, Ministerial Decision 4000/3/10-e (FEK 395 29/04/1998). PUB/GR/0459

⁶⁷ For example the following source quotes a far smaller number than indicated by Greek sources for repatriate Greeks from the NIS. Ethnobarometer Programme Working Paper No. 2: “New Migration and Migration Politics in Post-Soviet Russia”, by Cristiano Codagnone, available at http://www.cemes.org/current/ethpub/ethnobar/wp2/wp2_ind.htm (13/03/2003). PUB/GR/0713

⁶⁸ Convention Concerning the Exchange of Greek and Turkish Populations (Appendix A, Article 2), Lausanne January 30, 1923 between the Government of the Grand National Assembly of Turkey and the Greek Government. English text available at <http://www.hri.org/docs/lausanne/> (09/09/2002). PUB/GR/0465

⁶⁹ Rozakis Ch. (1996), “The international protection of minorities in Greece,” in Featherstone K. and Ifantis K., eds, “Greece in a Changing Europe: Between European Integration and Balkan disintegration?”, Manchester: Manchester University Press, p. 98. PUB/GR/0579

Today the Muslim minority of Thrace is estimated to number 80,000 -120,000, roughly the same as the number in the 1951 census, which taking into account their high birth rate indicates that a significant number has left the country during the past decades.

There is a total absence of any data, studies or information on housing issues concerning the minority. It is a well known fact that prior to 1991 and the gradual improvement of Greek-Turkish relations members of the minority were barred from real estate transactions and were as a rule not given building permits even for home improvement. However, the situation is different today and members of the minority are treated in housing matters the same as the other Greek citizens. Nevertheless, the quality of housing and the public utilities infrastructure in minority villages in Thrace and the Muslim areas of the areas cities are inferior to those of the Christian population.

B. Some methodological and theoretical considerations

There is a general lack of reliable statistical data both on housing and homelessness as well as the social situation of socially vulnerable groups, as little systematic primary research has taken place. Furthermore, none of the competent public authorities on housing issues monitors the situation relating to the categorisation of problems, their extend, the demand for services, and the number and profile of service users. Some records that may be kept have not been systematically processed or compiled into statistical datasets.

Therefore, we had to rely largely on: Reports of the national correspondent of FEANTSA (initially the research organisation Kivotos and later Arsis); Some general statistics and other relevant data (Annex 2); Some older⁷⁰ and some more recent⁷¹ surveys by the Public Corporation for Housing and Urban Development DEPOS; Limited published⁷² research data and data from the latest research report by Prof. Th. Maloutas in the context of the ORSA⁷³ project "Social preconditions for the sustainable development of Athens" kindly provided to us in prepublication draft form.

We would like to stress, however, that statistics reveal little about the housing situation of immigrants and asylum seekers and the hidden homelessness in the immigrant community: "Visible homelessness among immigrants may be just the tip of the iceberg. This is particularly so for immigrants who lack official papers or a legal status in the host country, and are therefore forced to live on the margins of society...In **Greece**, the situation is also striking. Estimates are that immigrants (all sub-groups together, including refugees) make up two thirds of the homeless population. This trend has been discernible since the early 1990s

⁷⁰ DEPOS/ICAP (1989), "Condition and Trends in the Housing Market in Large Urban Areas in Greece", Athens, DEPOS. PUB/GR/0714

⁷¹ DEPOS/ICAP (1998), "Housing conditions in the Greater Athens area", Athens, DEPOS (PUB/GR/0715) and DEPOS/ICAP (1999) follow-up survey, Athens, DEPOS. PUB/GR/0716

⁷² Lambrianidis, L. and Lymberaki, A. (2001), "Albanian migrants in Thessalonica", Paratiritis, Thessalonica and Petronoti, M. (1998) "The portrait of an intercultural relationship", EKKE, Athens. PUB/GR/0335

⁷³ Organisation for the City Plan and Environment Protection of Athens

and numbers have continued to rise.”⁷⁴ Similarly, statistics also have little to say about the situation of the Roma whose plight is painfully visible even to the casual observer.

The lack of official definitions of housing, classifications of dwellings or ‘degrees’ of homelessness lead us to adopt a more descriptive and narrative approach to the data in our analysis. Nevertheless, our analysis of existing data examines two main analytical themes: residential segregation and degrees of homelessness.

Residential segregation is clearly evident in the case of the Roma and the Muslim minority in Thrace. However, whereas it can be argued for the latter group that segregation is also its choice in the context of the “Gemeinschaft” (F. Tönnies) formation and preservation process, Roma are clearly “rejected” by society not only indirectly through landlords refusal to let them accommodation, but most importantly, by many local authorities. On the other hand there is no indication of residential segregation concerning the immigrant population. Immigrants live in poor areas, where accommodation can be cheaply obtained and where landlords are “forced” to rent to foreigners for lack of demand by Greeks. However, low income Greek families still form the majority in these areas. Residential segregation minimises conflicts between social groups with different values and attitudes, but at the cost of social integration. Thus we may expect in the future either better social integration through the interaction of the different immigrant ethnic groups among themselves and with the local population or the formation of ethnically defined ghettos. Such future development can still be influenced through state and local authority policy and in our view it is imperative for both actors to be more proactive in support of diversity and social integration.

Frequently, socially vulnerable groups, especially Roma, immigrants and asylum seekers find themselves in situations of ‘homelessness’. According to the three-tiered classification system proposed by Chamberlain and MacKenzie⁷⁵ the homeless may be classified as: a. Primary homeless: including those without conventional accommodation, such as people living on the streets, sleeping in parks, squatting in derelict buildings, or using cars or railway carriages for temporary shelter; b. Secondary homeless: including those who move frequently from one form of temporary shelter to another using mostly emergency accommodation such as special hostels, immigrants residing temporarily with others because they have no accommodation of their own; c. Tertiary homeless: including people who live in cheap hotels on a medium to long-term basis without separate bedroom and living room or kitchen and bathroom facilities of their own.

The bulk of the data at our disposal indicates that many undocumented immigrants and asylum seekers will for some time after their arrival belong to the first category, while a large number of documented immigrants will remain in the second category for significant

⁷⁴ FEANTSA (2002), “Immigration and homelessness in the European Union: Analysis and overview of the impact of immigration homeless services in the European Union”, available at <http://www.feantsa.org> (under heading Immigration). In addition, country reports on all member states drafted by the national correspondents of FEANTSA’s European Observatory on Homelessness. PUB/GR/0717

⁷⁵ CHAMBERLAIN, C. AND MACKENZIE, D. (1992), “Understanding Contemporary Homelessness: Issues of Definition and Meaning”, Australian Journal of Social Issues, 27(4), pp.274–297. PUB/GR/0718

periods of time either because they will not easily find accommodation at an affordable price and/or because they may wish to save as much money as possible by sharing a flat and often a bedroom with several others. Most immigrants who create a family or are reunited with their family will try to find their own accommodation, but in many cases this is not possible for a prolonged period of time. This situation is also attributable to the absence of any form of social housing that could be made cheaply available to such low income groups.

Most nomadic Roma will belong to the first category throughout their life. However, the majority of Roma have managed to establish themselves in permanent dwellings albeit of low quality and in segregated neighbourhoods.

Since stable and affordable housing is a precondition for the development of human potential and as the real estate market cannot be allowed to dictate social policy it is essential for public authorities to rethink housing strategies in terms of the establishment of social housing.

7. Description and Analysis of Existing and Non-existing Data and Sources

A. Non-existing data and sources

Although there is some⁷⁶ data on the housing situation of the general population, there is a clear lack of statistical and research data concerning the housing situation of socially disadvantaged groups; furthermore, there is no data at all on discrimination and racism in housing. There are several reasons for this absence of data and information:

- The state's understanding of housing as a primarily private concern;
- The absence of a single public authority responsible for housing;
- The absence of public monitoring mechanisms and bodies on discrimination and racism;
- The lack of interest in collecting data by the competent public authorities⁷⁷;
- The lack of funding for scientific research⁷⁸;
- The unwillingness of the state to collect data or divulge information on minorities
- The nature of undocumented migration.

Moreover, even in cases where data regarding vulnerable groups exist, the prevailing official attitude is not to allow researchers to have access. It is important to emphasize that this is the general rule and of course there are exceptions. The lack of availability and reliability of data coupled with the unwillingness to disclose information has not only affected our own research, but anyone contemplating research in issues of discrimination and racism and especially academic research that has the tendency to refrain from the huge effort required to conduct systematic research into these phenomena; however, such research is essential for the formulation of adequate and effective policies and measures against discrimination. Therefore, our analysis utilises any and all relevant information including substantiated media reports and research finding. We have deliberately chosen to use all available sources not simply to “make up” for the lack of data, but to approach our subject matter as comprehensively as possible.

Concerning “gaps” in the available statistical data it would be misleading to simply list unavailable data, as there is no commonly agreed EU standard of housing statistics in relation to which gaps should be established. It should, however, be noted that important information related to the social conditions of housing should in the future be included both in the information collected by the National Census and the quarterly Labour Force Survey.

⁷⁶ Most of the existing statistical data refer more to economic aspects of the real estate market and technical specifications of buildings rather than social conditions related to housing.

⁷⁷ Officials in several public authorities seemed genuinely puzzled at our insistence for reliable data and our scrutiny of the methods used in their data collection. We could argue that in Greece there is a deeply rooted suspicion of “statistics” that can perhaps be explained with reference to the political use of statistics in the not too distant past.

⁷⁸ Those responsible for attributing and regulating funding also largely determine the subject matter and focus of scientific research. Consequently, it seems that neither public authorities nor private institutions or social partner organisations have considered discrimination in housing to any merit further attention.

However, currently the most important “gap” in statistical information concerns the Roma and the Muslim minority in Thrace.

Finally, it should be stressed that there is no single competent authority on housing, as several Ministries and public bodies have different and often conflicting competencies: Ministry of Labour, Ministry of Environment, Ministry of Interior, Foreign Ministry, OEK, DEPOS, etc. The exact competence and activities of these actors and any available data and information they possess will be examined in the next section.

B. Existing data and sources

1) The 2001 National Census

The most reliable data on housing concerning the general population and immigrants are contained in the National Census. However, most of the raw data of the 2001 National Census have not been elaborated yet and relatively little has been published by the National Statistical Service of Greece concerning housing and/or immigrants.

Concerning the number, nationality and sex of immigrants, as can be seen from [Table 4](#) (Annex2), some 7% of the total population does not have Greek nationality, of which the majority (55%) is Albanian. If we remove from the foreigners' data, EU nationalities and ethnic Greek countries of origin, the proportion of Albanians is 65%, and the immigrant population ratio in total is 6%. The gender aspect of immigrant populations looks to be better balanced than was thought a few years ago, although regional distribution (by gender and nationality) suggests that this is not principally through married couples migrating. Some nationalities are male-dominated, as in traditional *Gastarbeiter* migration: these are Bangladeshi, Pakistani and Indian. To a lesser extent, this is also true of the Arab countries – Syria, Egypt and Iraq.

Additional data by region, not shown here because of the very large size of the dataset, reveal that Greater Athens area hosts some 47% of all immigrants and 47% of all Albanians. Other nationalities, however, are differently located across Greece: superficial analysis suggests two determinant variables of their location – geography (for Balkan migrants) and labour market demands (e.g. on islands with a strong tourism sector).

Further useful data relate to other social characteristics of immigrants in correlation to their urban – rural residence, nationality, family status, etc. However, most of these datasets are inconclusive, as many immigrants did not understand the questions asked properly or for various reasons did not respond⁷⁹.

The immigrant profile emerging from [Table 5](#) (Annex2) indicates firstly that the majority (60%) of immigrants⁸⁰ are married with family and secondly that most (78,6%) live in urban areas a larger proportion than the total population (72,79%) in [Table 7](#) (Annex2).

⁷⁹ Reports from NGOs and our own research indicate that the absence of interpreters and the time pressure upon interviewers did not yield the best possible results. Thus, Census data should in our view be treated with caution and read in the light of other research data.

⁸⁰ From those who have declared 'employment' as their reason for stay.

Further research is needed to establish how the housing needs of immigrant families are met in both urban and rural areas.

[Table 9](#) (Annex2) shows the number of alien immigrants by years of residence, nationality and sex: More than 40% of all immigrants had arrived more than 5 years ago while 46% within the last 5 years (since 2001). This may indicate that a large proportion has by now covered its housing needs. However, the category 1-5 years in this dataset is unfortunate as it spans a long period of time and is practically useless for analytical purposes.

[Table 10](#) (Annex2) shows data concerning the education of all aliens in relation to nationality that may be significant due to a probable correlation between education and standard of living expectations: Almost 10% of all resident aliens is a university graduate, while 32% has completed general or vocational secondary education. However, 39% has completed only compulsory or primary education without any vocational qualification and almost 20% should be considered functionally illiterate. Highest qualified are aliens from the NIS and CECs, while Asians and Albanians have relatively low education.

Any further 2001 national census statistical datasets released in the future by the National Statistical Service will be included in subsequent updates of this report.

2. Ministry of Health and Welfare

The Ministry of Health and Welfare⁸¹ is the competent authority on issues of social housing. Despite this, however, it has no records, collects no data and conducts or finances no research on social housing relying on data and information from other bodies.

The Welfare Department of the Ministry in Greece has engaged in a number of activities in support of the homeless and the housing needs of specific groups, primarily “repatriated” Greeks eligible for housing aid and households stricken by natural disasters, like sliding, floods, earthquakes etc. Repatriated Greeks are entitled to the sum of €176,08 as financial support when entering the country and €117,39 for their first expenses.

The Ministry’s most significant housing project ongoing since 1964 is the “Popular Housing Project”⁸² aiming at providing housing units to homeless and very low income⁸³ families at low cost. However, the requirements for potential beneficiaries are very restrictive: no ownership of any real estate property, income below the minimum wage level, Greek nationality, permanent residence in the area where the housing units will be constructed. The housing units (apartments) are offered to beneficiaries at cost prices while repayment is due in 40 six-monthly instalments. The beneficiaries of these programmes are selected by social and financial criteria such as the household’s low income, its housing situation, the number of people it comprises etc. If the number of potential beneficiaries exceeds that of the new houses, a lottery system similar to OEK’ s is used, the difference being that the procedure is

⁸¹ More information available at <http://www.yypyp.gr> (28/09/2003)

⁸² According to law: Greece, Royal Decree 775 (FEK65A/13-05-1964). PUB/GR/0719

⁸³ The level of income qualifying beneficiaries of the project is determined annually by the Ministry.

repeated for three-member households (housed in two-roomed flats), four-member households (housed in three-roomed flats) etc.

3. Ministry of Interior

The Ministry is the competent authority for Roma issues. However, it has or makes no data available concerning the Roma apart the “Pan-Hellenic Census Study investigating the social, housing conditions and needs of Greek Roma Citizens”⁸⁴. However, it monitors and partly implements the Integrated Action Plan for the Greek Roma⁸⁵ with mixed results.

Concerning housing the aim of the above project is to ensure that all Roma will be in permanent dwellings by the end of 2005. In order to achieve this aim 1,510 prefabricated houses (including essential public utilities infrastructure) have already been constructed and handed over to beneficiaries in 33 areas. 850 additional prefabricated houses for 17 more areas are to be constructed in the near future. Furthermore, 187 permanent dwellings in 4 municipalities have also been constructed and given to beneficiaries. The Ministerial Loan Committee started awarding 3,500 subsidised housing loans (up to € 44,000) having received 2,160 applications by July 2003.

The Ministry is also the competent authority for the housing project for “repatriated ethnic Greeks”: 9,972 beneficiaries have already received subsidised 22 year housing loans (up to € 60,000).

4. OEK (Workers’ Housing Organisation)

The main public body responsible for social housing is the Workers' Housing Organisation (OEK). Despite its important role in social housing, OEK collects no data, conducts no research and acquires no data from other public bodies concerning housing. Therefore, it must be assumed that the development of its strategies and policies is not based on any concrete knowledge of the existing situation.

The potential beneficiaries of OEK are all the employees of the private or public sector who are not property owners and have worked for a specific number of workdays depending on family status. Thus the total number of potential beneficiaries is estimated by OEK to be around 1,800,000, but in reality only around 200,000 is believed to have serious housing problems. Even so, the conditions imposed for beneficiaries⁸⁶, in terms of socially insured workdays are such (a single person must have accumulated a total of 3,000 work days to be eligible) that practically most members of all socially disadvantaged groups, but especially immigrants⁸⁷ and Roma are practically excluded.

⁸⁴ ROM Network, (2000) “Pan-Hellenic Census Study investigating the social, housing conditions and needs of Greek Roma Citizens”, unpublished, available on request from <http://www.romanet.gr> (01/04/2003). PUB/GR/0691

⁸⁵ EETAA (2001): “Integrated Action Plan for the Greek Roma”, Athens: EETAA, p.45. PUB/GR/0692

⁸⁶ See Annex2, Table 11

⁸⁷ Recently OEK announced that aliens residing legally are potential beneficiaries of all housing benefits and provisions, however, very few, can actually fulfill the conditions, especially concerning the number of insured workdays.

The main activity of OEK has been the construction of “workers dwellings”⁸⁸ to be either distributed among beneficiaries (by a lottery system) or more recently to be sold on the basis of specially subsidized mortgages. Social partner organisations, such as the General Confederation of Workers have repeatedly criticised OEK arguing that at the present rate of construction it will take more than thirty years to meet current demand. However, the Organisation also offers a variety of housing benefits including low-interest housing loans and rent subsidies.

OEK has provided a relatively small number of “workers dwellings” since 1954. Between 1994 and 1998 almost 1500 units were constructed representing 1-2% of the total production of housing stock. Furthermore, the actual allocation of the houses is subject to long delays due to the cumbersome bureaucratic processes involved. OEK also offers a range of low interest mortgages allocated through the National Mortgage Bank of Greece and smaller scale interest-free 25 year loans up to 5,870⁸⁹ € for completion, repair or refurbishing of houses. During 2001-2002, 3044 such loans were given to beneficiaries. It should be noted that such a loan automatically deprives the beneficiary from any other housing benefit. OEK is particularly lenient in relation to the terms and conditions for the repayment of the loans and in practice never repossesses properties in cases of beneficiaries who are unable or even unwilling to repay. This is largely due to a common pre-election practice of improving the terms of repayment: prior to the 2000 national elections, 80,000 beneficiaries were offered the opportunity to repay only half of the amount owed.

Recently OEK has introduced a very popular, but also limited rent-subsidy system with 37,768 beneficiaries receiving 34,166,435 € in 2002 constituting no more than 5% of all tenants and only 20% of the targeted social group.

OEK does not provide any other form of support to social groups such as immigrants or Roma that need additional social integration measures in housing. Furthermore, during the past few years even the basic OEK housing programme faces serious financial restrictions. Indicative are the following data provided by OEK: During 2001-2002, 401 loans were given to beneficiaries with more than 3 children and disabled individuals, while 28 houses were distributed to single mothers and “persons with serious social needs”. In total during 2000-2002, 2,632 dwellings were constructed and 709 given to beneficiaries through the lottery.

OEK plans to introduce in the future rent subsidy programmes for its own houses (with rents not exceeding 1/250 of construction cost) and also further subsidised loans for its houses that will be sold at cost to potential beneficiaries. Furthermore, it is planning to reform the lottery system introducing categories according to social criteria. Finally, it is planning to renovate older housing units. However, in view of the current strict monetary policy, it is doubtful if these plans will be implemented soon.

⁸⁸ The housing units are low cost, medium to low quality apartments.

⁸⁹ The amount is due to be increased by the end of 2003.

5. DEPOS

DEPOS (Public Corporation for Housing and Urban Development) was established in the late 70's to deal, among other competences, with social housing for social groups not participating in existing housing programmes. In reality DEPOS has concentrated exclusively in research rather than the provision of social housing. The only housing project was the pilot construction of a sea-side village providing houses for 100 families of US repatriated emigrants.

DEPOS has conducted since 1989 a number of important studies on housing in Athens. The latest study carried out in collaboration with ICAP and financed by the Ministry of Environment and "Athens 2004", the corporation organising the Olympic Games, published in 1999 contains some statistical data and information on immigrants' housing conditions:

[Table 1](#) (Annex2) on housing conditions for low-income and immigrant households in the Greater Athens area shows, in stark contrast to the 1989 study, that the percentage of immigrant households has reached almost 5,5% of the total. Given that in surveys immigrants and minorities tend to be underrepresented this finding the number of immigrant households resident in Athens is probably even larger. In terms of geographical dispersal, 40% of immigrant households are found in ex⁹⁰ lower middle class neighbourhoods of the city centre (Municipality of Athens). 22% are resident in the traditional working class western suburbs of Athens and Pireus⁹¹, 19% in the middle class north and south-eastern suburbs, 8% in the largely industrial zone Menidi-Megara and 11% in other areas surrounding the Municipality of Athens. The nationality of the immigrant households correspond largely to the 2001 national census data with 54% Albanian, 6% Polish, 5,5% NIS, 5,5% Egypt and Sudan, 5,5% non Arabic Asian and 23,5% various others. A common denominator of all immigrant households is the very low quality of accommodation. Furthermore, in contrast to low income⁹² Greek households that have a relatively high percentage of house ownership (51,5%), almost all immigrant households rent their accommodation (91,8%). The study shows that immigrant households exhibit deprivation characteristics similar to those of low income groups migrating from rural to urban areas in the 1950's and 1960's, like cohabitation (14,7%), lack of basic amenities (11,2%), aged pre-1960 buildings (28,8%), dwelling smaller than needs in m² (79,9%). One of the most important findings of the study that is not included in the statistical datasets relates to the spatial integration of immigrant households in Athens⁹³: probably due to the absence of social housing estates, immigrant households are largely dispersed throughout Athens thus avoiding the creation of segregated "ghetto" areas.

⁹⁰ Most original lower middle class residents of these areas moved to the developing north and south-eastern suburbs during the 1980s and 1990s.

⁹¹ The two cities form a single urban conglomerate defined as the Greater Athens Area or the Athens Metropolitan Area.

⁹² Low income group defined on the basis of EU poverty line (fixed at 50% of median national income).

⁹³ Although the study concerns the Greater Athens Area, other research indicates that the housing situation and the dispersal of immigrant households in the cities is similar in all urban areas.

6. National Bank of Greece

The National Bank collects data and publishes regular statistics on the property market. In its June-July 2003 “Economic & Market Analysis”⁹⁴ it contains data concerning the state of the property market and the construction industry that play a very important role in the Greek economy with wealth held in real estate comprising nearly five times the GDP⁹⁵, whereas private residential investment accounts for about 20% of gross fixed capital formation.

The Greek residential property market has experienced a sharp increase in prices during the late 1990s (cumulative rise in residential property prices 110% in nominal prices). As a result, the private sector’s housing stock is valued in 2002 in the range of €650 billion.

This result mainly reflects the high share of home ownership in Greece, where 80 per cent of the population own their own residence. Demand for housing has also been influenced by increased immigration. The latter has increased sharply, particularly in household forming age groups that are slowly starting to buy their own dwellings.

A study⁹⁶ released in August 2003 by the National Bank concerning the banking behaviour of immigrants reveals that there are alien immigrants that have approximately 200,000 deposit accounts in various Greek banks with a total capital of approximately € 3 billion.

7. FEANTSA⁹⁷ National Reports

The European Federation of National Organisations working with the Homeless, was established in 1989 as a European level NGO. The 70 member organisations from over 20 European countries, including all EU member states are NGOs that provide a wide range of services to homeless people including accommodation and social support. FEANTSA is the only major European network that focuses exclusively on homelessness at European level with financial support from the European Commission and has consultative status at the Council of Europe and at the United Nations. FEANTSA operates the European Observatory on Homelessness⁹⁸ producing research data and reports.

According to the latest report⁹⁹ by FEANTSA’s national correspondent, homelessness is a problem affecting immigrants and asylum seekers in Greece: Although neither statistical nor research data are available, according to reports by social workers the number of persons sleeping rough in the streets of the main urban centres is estimated at 300. A further

⁹⁴ National Bank of Greece (2003), “Economic and Market Analysis. June-July 2003”, Athens, available from http://www.nbg.gr/publications/eco_fin_bulletin/home.html in Greek only (21/09/2003).

PUB/GR/0720

⁹⁵ The high level of property values as share of the GDP probably reflects the underestimation of the GDP due to the extend of the informal economy.

⁹⁶ Newspaper Ta Nea, 02/08/2003, p. 104 Article code: A177041041 - ID:376521. PUB/GR/0721

⁹⁷ Federation Europeenne d’ Associations Nationales Travaillant avec les sans-abri, more information available at <http://www.feantsa.org> (20/07/2003)

⁹⁸ Information - research data available at <http://www.feantsa.org/newfeantsa/research.htm> (22/09/2003)

⁹⁹ FEANTSA – European Observatory on Homelessness, ANNUAL REPORT 2000, available from <http://www.feantsa.org> (25/09/2003). PUB/GR/0300

estimated number of 2,000 persons, largely asylum seekers and undocumented immigrants squat in abandoned buildings or construction sites primarily in urban, but also in rural areas. 50,000 to 60,000 nomadic Roma may also be classified as homeless in that they live primarily in tents, caravans, containers, make shift huts etc, in 52 recorded settlements throughout the country¹⁰⁰.

The homeless may find temporary shelter in a number of hostels and guest houses providing for an average of 2,500 persons. Two shelters are run by the Ministry of Health and Welfare, both of them in Athens, with a total of 60 occupied beds. A third shelter run by the Ministry of Health and Welfare was closed in 1999 due to lack of funding. The Municipality of Athens operates two shelters providing emergency accommodation for 190 persons. The maximum period of stay in all shelters is three months. It must be noted that the above shelters accept only Greek citizens and ethnic Greek immigrants.

8. European sources and data collections

European comparative statistical data are significant as they show the performance of Greece in relation to the other member states in housing issues. Although we have not found any such data directly referring to issues of discrimination and racism, we felt it is important to allow the reader to develop a more comparative perspective on housing in Greece by presenting a small number of key data in table format.

[Table 12](#) (Annex2) shows data from Eurobarometer 56.1 indicating that a significant quality of housing indicator: “run-down surrounding areas” (providing further evidence of poor city planning) shows firstly that Greece is affected by this situation more than any other EU member state concerning its general population and secondly that low income groups are equally affected in contrast to most other member states.

[Table 13](#) (Annex2) contains data from the ECHP survey of 1996 showing that Greece is the only EU member state without public sector rental housing and also that it has the third highest ratio of owner occupied dwellings.

[Table 14](#) (Annex2) - ECHP 1996 - shows that Greece has the second highest ratio of overcrowding by both subjective and normative standards indicating lower housing quality.

[Table 15](#) (Annex2) - ECHP 1996 - shows that Greece has the second highest ratio of problems in dwellings also indicating a relatively lower housing quality.

[Table 16](#) (Annex2) - ECHP 1996 - shows that a very high percentage of dwellings in Greece has no running hot water and heating also indicating lower housing quality.

[Table 17](#) (Annex2) - ECHP 1996 - This is particularly important table indicating that Greece has much lower crime rates in residential areas in relation to other member states.

[Table 19](#) (Annex2) - HOUSING STATISTICS IN THE EUROPEAN UNION 2002 - shows the rise in the number of privately owned dwellings in EU member states over the period 1980-2001.

¹⁰⁰ NCHR Report, Divani L., “The situation of the Roma in Greece”, available in Greek only from http://www.nchr.gr/category.php?category_id=61#_ftn10 (23/09/2003). PUB/GR/0722

However, the table does not contain the number of unauthorised dwellings built during this period that are estimated to be more than 500,000.

9. Studies

- **Lambrianidis, L. and Lyberaki, A. (2001), “Albanian immigrants in Thessalonica”, Paratiritis, Thessalonica**

The study based on quantitative and qualitative research on a representative sample examined the conditions of life of Albanian immigrants resident in Thessalonica. Among else it examined housing conditions: The majority (63%) cohabit with relatives, family or friends (3-4 persons) in apartments with 2 rooms (48,9%) or 3 rooms (24,1%). More than 90% live in rented accommodation, while 5% lives at their place of work. Although the sample did not include homeless, it study suggests that in the early 1990's 80% of Albanian immigrants were homeless and 42% lived at their place of work. 7,4% live in basements and 26,1% in ground floor apartments. Most of the apartments they live in are of low quality with minimal facilities: 15,6% have elevators, 90% have no central heating, 4% has no heating. Finally, Albanian immigrant households are fairly equally distributed in the city providing further evidence as to the absence of residential social segregation on the basis of ethnicity.

- **Maloutas, Th., Emmanouil, D., Pandelidou M., “Social preconditions for the sustainable development of Athens – Attica”, ORSA, Athens (unpublished report)**

The study was based on primary research involving a household survey of eight different neighbourhoods of the Greater Athens Area examining the levels of social cohesion and differentiation. The sample included all residents thus comprising immigrants, Roma and members of the indigenous Muslim minority who had moved to Athens.

One of the more significant findings¹⁰¹ concerns the attitudes of the mainstream population towards residential ethnic segregation: 8,7% consider the presence of ethnic minorities positive, 35,6% probably positive with reservations concerning a possible rise in crime, 29,2% probably negative because of the problems they create and 21% negative because of the problems they create. Further elaboration by correlating responses to the social and educational status of the respondents led to the conclusion those with lower socioeconomic status and education tend to be more negative towards residential coexistence with ethnic minorities. Those who are positively inclined towards coexistence cite as their main reasons the principle of equality and the need for better social integration, while those who are negative refer to the ethnic minorities social behaviour “criminal, loud, polluting, etc”. Sex, age and the percentage of ethnic minorities members in the area of residence as variables do not produce significant statistical correlations.

¹⁰¹ Maloutas, Th., Emmanouil, D., Pandelidou M., “Social preconditions for the sustainable development of Athens – Attica”, ORSA, Athens (unpublished report), p. 149. PUB/GR/0723

The study also examined the attitudes of Roma (included in the sample) towards society: 51,2% of the Roma consider that Greek society neither considers them as equal nor treats them as such; 83,8% state that they are directly discriminated against; 65,1% state that they retain social relationships only with other Roma.

Immigrants' attitudes towards society are different: 53,3% stated that they intend to settle permanently in Greece; 53,2% state that their conditions of life in Greece is as they had expected, but 28,2% claim that it is worse than expected; 45,2% consider that their life will improve soon and 30,9% that it will remain the same.

10. Information and reports from NGOs and other bodies

Reports and information were collected from the two independent public authorities, the Ombudsman and the National Commission for Human Rights and from the NGOs ARSIS, Greek Helsinki Monitor and Doctors of the World who are active in housing issues:

- The Ombudsman produces an annual report and occasional reports on specific issues. The 2002 report¹⁰² comments negatively on the housing conditions of Roma and the actions of certain local authorities attempting to evict them illegally. In previous years the Ombudsman has dealt with a number of cases concerning illegal evictions.
- The National Commission for Human Rights produces also an annual report¹⁰³ in which the living and housing conditions of the Roma and particularly the nomadic Roma as well as the illegal activities of local authorities are examined. In general the NCHR finds the housing conditions particularly bad and urges the government to speed up the implementation of its integrated action plan.
- **ARSIS**¹⁰⁴, national correspondent of FEANTSA, has up to the year 2000 compiled an annual report on homelessness including the housing situation of homeless groups and an evaluation of state and other initiatives. Its findings are examined in the previous section on FEANTSA.
- **The Doctors of the World**¹⁰⁵ run a shelter
- **The Greek Helsinki Monitor**¹⁰⁶ produces reports on the infringement of the human and social rights of socially vulnerable groups and provides legal services to them. In their most recent report on asylum seekers suggests that "currently available reception centres operated mostly by NGOs can fit only a small number of asylum seekers. Priority is given to children and persons with health problems or pregnant women. Thus, most asylum seekers either stay in small overcrowded apartments or they squat deserted buildings. UNHCR-Athens director R. White reportedly said '*Reception facilities in Greece, with the well-known conditions, suffice for at most 1,400 persons. Last year we had 5,600 asylum applications. You understand the situation, with 75% of asylum seekers being homeless,*

¹⁰² Available in Greek at http://www.synigoros.gr/annual_2002_gr.htm (29/09/2003). PUB/GR/0183

¹⁰³ Available in Greek at <http://www.nchr.gr/downloads/ekuesh2002.pdf> (29/09/2003). PUB/GR/0233

¹⁰⁴ More information available at <http://www.arsis.gr> (19/09/2003). NFPGR0206

¹⁰⁵ More information available at <http://www.mdmgreece.gr> (19/09/2003). NFPGR0017

¹⁰⁶ More information available at <http://www.greekhelsinki.gr> (19/09/2003). NFPGR0038

while asylum procedures last for more than two years.¹⁰⁷ In cooperation with the European Roma Rights Center the Greek Helsinki Monitor published in April 2003 the report "Cleaning operations: Excluding Roma in Greece"¹⁰⁸ stating, among other things, that: "Forced evictions of Roma are reported with alarming frequency in Greece... The rate and frequency with which forced evictions of Roma occur in Greece suggest a systematic practice of keeping Roma permanently from long-term settlement and integration in Greece... One method of addressing the housing issues of Roma is relocation to new settlements... Roma relocated to a new community often lose the advantage of proximity to schools, businesses and other services, as well as whatever makeshift access to infrastructure they previously enjoyed, and in the process of relocation, become increasingly dependent on the provisions offered by the municipality... The desperate living conditions in which thousands of Roma are forced to live have a direct impact on their health, with children being particularly vulnerable to the unsanitary conditions and exposure to the elements... Racially discriminatory housing policy towards Roma is a significant precondition for many other serious human rights violations documented by the *ERRC/GHM*... In addition, Romani ghettos are often target of abusive police raids during which dozens of people are subjected to cruel and inhuman or degrading treatment.

- **Council of Europe** According to the report of the Commissioner for Human Rights when on his visit to Greece, the Commissioner stated "I wished to visit a place where some 20 Roma/Gypsy families are settled on the outskirts of Athens at Aspropyrgos. Words fail me in saying that I am grateful to the families for their reception, as these people live under conditions very remote from what is demanded by respect for human dignity, in particular without running water supplies among other essential services.... Apparently, use of the Olympic Games argument is made by certain local authorities for refusing to take in Roma/Gypsy communities or hasten their departure, according to the people I met at Aspropyrgos".¹⁰⁹

¹⁰⁷ Greek Helsinki Monitor (2003), "Greece: Violations of asylum seekers rights 2001-2003", available at http://www.greekhelsinki.gr/bhr/english/organizations/ghm/ghm_08_03_03.doc (22/09/2003). PUB/GR/0724

¹⁰⁸ European Roma Rights Center and Greek Helsinki Monitor (2003) Report "Cleaning operations: Excluding Roma in Greece": Country Report Series, No.12, available at http://www.greekhelsinki.gr/bhr/english/organizations/ghm/greeceE_2003.rtf (29/09/2003). PUB/GR/0301

¹⁰⁹ Office of the Commissioner for Human Rights, Strasbourg, 17 July 2002 CommDH(2002)5 Report by Mr Alvaro Gil-Robles, Commissioner for Human Rights on his visit to Greece, 2-5/06/ 2002. PUB/GR/0725

8. Strategies, Initiatives and Good Practices for Reducing Racism and Supporting Diversity in Housing

There are very few strategies, initiatives or good practices concerning housing. State policy has traditionally considered home ownership as the most appropriate solution to housing problems, while also considering that the provision of or support in housing is a primary function of the family rather than public authorities.

Ministry of Interior: Operational Programme Immigrants

The Interior Ministry commissioned from the Research Institute of Urban Environment and Human Resources¹¹⁰ at Panteion University in 2002, a study for a 5-year Action Plan¹¹¹ for the integration of immigrants. This plan was proposed and duly accepted by the Minister: its annual budget (65 million €) is even contained in a recent Communication from the Commission.¹¹² However, it is our understanding from press reports¹¹³ and speaking to senior officials that the Ministry no longer intends to follow the plan which is considered as a “simple study” and has not undertaken any specific actions in place of it.

The “Operational Plan for Integration of Immigrants” makes direct reference to the housing rights of immigrants, and foresees for first time in Greece specific measures for the housing of immigrants. In particular, the O.P. foresees six specific actions of a total budget of 8M ECUs during the period 2003-2006:

- Action 1: Operational evaluation of the existing reception system
- Action 2: Expansion of existing reception system
- Action 3: Establishing legal framework and standards for housing
- Action 4: Operation of pilot units for housing mediation and outreach support».
- Action 5: Establishing legal framework and standards for a social rented sector to address the housing needs of immigrants
- Action 6: Pilot operation of social housing units for vulnerable immigrant groups.

Actions 1 and 2 focus on reception of refugees whilst actions 3-6 focus on vulnerable documented immigrants. Draft proposals of the O.P. included also housing benefits and loans to immigrants but the Government strongly opposed any such measures. Hence, the O.P. focused on vulnerable groups amongst the immigrant population and on services enabling

¹¹⁰ More information available at <http://www.uehr.panteion.gr/> (23/09/2003).

NFPGR0183

¹¹¹ The study is available at http://www.uehr.panteion.gr/site/pdf/metanastes_main.pdf (29/09/2003).

PUB/GR/0028

¹¹² COM (2003), 336, Final: Communication from the Commission to the Council, the European Parliament, The EESC and the Committee of the Regions, on immigration, integration and employment.

PUB/GR/0726

¹¹³ Newspaper Athens News, 18/07/2003, page: A15 Article code: C13023A151. PUB/GR/0727

access to rather than direct provision to housing. Nonetheless, the operation of pilot housing units may contribute in opening the policy agenda for homeless immigrants and refugees. The Operational Plan was presented in public in February 2003, but its implementation is pending.

Action 6.1 relates to housing and proposes:

- The establishment of two reception centres for immigrants and asylum seekers in selected entry points;
- The improvement of infrastructures, the employment and training of additional personnel in prefectures;
- The establishment of accommodation services for immigrants;
- The establishment and pilot operation of social housing for rent by immigrants;
- The establishment of a “social landlord” system;

NGOs

Several NGOs have developed various initiatives combating homelessness, as it is an area where public authorities provide inadequate services. Mostly though, these initiatives concern provision of emergency accommodation and therefore the general housing needs of their target groups are met temporarily. Furthermore all such initiatives suffer from a chronic shortage of funds. Such organisations are ‘Voluntary Work’, ‘Doctors of The World’, ‘Onissimos’ ‘Elpida’ and ‘Arsis’.¹¹⁴

IOS shelter for asylum seekers was set up in 2000 by the NGO Voluntary Work Athens and operates since April 2001 hosting 30 persons from Kurdistan, Iraq, Iran, Afghanistan, Nigeria, Ethiopia, and Turkey. Residents are responsible for paying their bills (water, electricity), while there is no warden in the building and professionals of the social service visit the house once a week in order to discuss problems, arrange appointments, process experiences and provide mediation if necessary. During the day volunteers do language lessons and creative activities with children, while during the evening there are adult classes, which are also open to other immigrants in the local area. Residents of IOS are asylum seekers and in exceptional cases asylum applicants.

Arsis has created a shelter for youngsters providing temporary accommodation and a range of support services. However, its operation has not been consistent due to chronic funding difficulties faced by the organization. Arsis has also initiated a systematic campaign against homelessness aiming at drawing attention to the problem and trying to sensitize officials and the general public as well as to link other services and organizations working with homeless young people in a network in order to pursue effective solutions.

¹¹⁴ FEANTSA – European Observatory on Homelessness, ANNUAL REPORT 2000 On Homelessness in Greece: Working Together to Prevent Homelessness among Disadvantaged and Vulnerable Groups, available from <http://www.feantsa.org> (25/09/2003) p. 45. PUB/GR/0300

Naysika is a shelter for asylum seekers composed of two buildings operated one by Doctors of the World (120 persons) and the other by the Ministry of Health and Welfare (110 persons). Since June 2001 more than 2,500 persons have stayed there. The shelter also offers a range of support services.

9. Summary and Conclusions

The main findings of our detailed investigation lead to the conclusion that the housing situation of socially vulnerable groups varies: The Muslim minority has in the past ten years improved its situation as public authorities have allowed building and improved the infrastructure, especially in remote villages in the mountainous area of Rodopi. However, the quality of housing is still relatively low, and there is scope for further improvement, especially in the context of URBAN and LIFE ENVIRONMENT projects that are currently under way. More attention needs to be paid to the requirement of EU financed projects for the active participation of the local population in both planning and implementation in order to avoid social strife. Furthermore, the cultural specificity and traditional culture of this group has to be taken into account in the redevelopment plans of the cities and villages of the area. One of the main aims of the local authorities in the minority areas must be the improvement of social integration through, among other measures, gradually minimising the existing ethnic segregation. Such efforts require time and continuous interaction between the communities in order to combat prejudice and stereotypes and achieve better mutual understanding.

Ethnic Greek and alien immigrants require more support in their effort to improve their housing situation. Especially concerning the latter group, in view of the very small number of households who are either have the financial capability to purchase dwellings or are potential beneficiaries of the limited number of housing offered by OEK, it is imperative to establish social housing projects or forms of rent support. The traditional belief shared by all public authorities and policy makers that considers house ownership as the best means for improving housing conditions must also be reviewed, since current property prices make house purchase or construction impossible for low income groups. Discrimination in housing persists and foreign immigrants or even ethnic Greeks who do not speak Greek well have difficulties in finding accommodation. A positive finding of our investigation concerns the absence of ethnic or racial residential segregation that facilitates social inclusion. Local authorities could play an important role here not only in preventing racism and prejudice from developing, but by actively fostering the interaction and communication between ethnic and racial groups.

The absence of social housing and the minimal level of state support for shelters coupled with the absence of adequate reception centres makes housing conditions for asylum seekers and undocumented immigrants intolerable. International organisations have for years been urging Greece to improve facilities for the reception of such populations that frequently make the headlines due to their extremely poor conditions of life. During the summer the police and coast guard themselves staged a public protest on the island of Lesbos against the intolerable conditions under which asylum seekers and undocumented immigrants under detention are forced to live for prolonged periods.

Finally, the housing situation of the Roma, although improving in few areas through the implementation of the government's integrated action plan, remains in most cases extremely bad. All available evidence suggests that the problems that Roma face are multidimensional with housing simply the most visible. Thus improvement of their housing situation must be accompanied by support in employment and education, particularly vocational training and measures to improve school attendance. Roma do not only face discrimination and racism by individuals, but most importantly local and sometimes state authorities, especially the police. Prejudice and stereotypes that breed racist behaviours must also be actively combated through comprehensive awareness raising activities for local authority staff and the police along with the placement of intercultural facilitators that will minimise the unwanted effects of frequent cultural misunderstandings.

In conclusion we would like to stress that adequate quality housing is a fundamental precondition for the social and personal development of a country's most important asset, its social capital. Although an important part of this social capital, the housing needs of socially disadvantaged groups are at present still largely ignored and there is a serious deficit of data and research. The future may bring social exclusion and conflicts that are not easily resolved. Therefore, it is imperative to speed up and improve both the planning and implementation of projects aiming at supporting socially vulnerable groups.

Annex 1: Glossary and definitions

LEGAL DEFINITIONS

- **Asylum seekers** are foreign nationals and their immediate dependants (wife/husband, minor or handicapped children and parents) who apply or have applied orally or in writing to any public authority for political asylum according to the 1951 Geneva Convention as amended by the 1967 New York Protocol or have entered the country with the intention to apply for asylum according to the Dublin Convention 1990 as transposed in national legislation.¹¹⁵
- **Refugees** are foreign nationals who reside and work in Greece legally having acquired the status of political refugee by the competent authorities following the due process prescribed by international law and transposed on national legislation.¹¹⁶
- **Documented migrants** are foreign nationals who reside and work in Greece legally holding a residence and work permit.¹¹⁷
- **Undocumented migrants** are foreign nationals who reside and work in Greece illegally either without a residence and work permit or holding one that has expired.¹¹⁸
- **Asylum seekers** are foreign nationals and their immediate dependants (wife/husband, minor or handicapped children and parents) who apply or have applied orally or in writing to any public authority for political asylum according to the 1951 Geneva Convention as amended by the 1967 New York Protocol or have entered the country with the intention to apply for asylum according to the Dublin Convention 1990 as transposed in national legislation.¹¹⁹
- **Refugees** are foreign nationals who reside and work in Greece legally having acquired the status of political refugee by the competent authorities following the due process prescribed by international law and transposed on national legislation.¹²⁰
- **Repatriated ethnic Greeks (palinnostountes omogeneis)** are residents of the New Independent States of the former Soviet Union of Greek ethnic descent who have the right to apply for the acquisition of Greek citizenship, if their nationality cannot be established by the procedures laid out by the Ankara and Lausanne Treaties. Citizenship is granted on the basis of the findings of a special committee appointed jointly by the Minister of the Interior and the Foreign Minister on the basis of an interview and examination of all or any of the following original documents: passport, birth certificate,

¹¹⁵ Greece, PD 61/1999 (FEK 63/06-04/-1999). PUB/GR/0592

¹¹⁶ ibid

¹¹⁷ Greece, N. 2910/2001 (FEK 91A/02-05-2001). PUB/GR/0448

¹¹⁸ ibid

¹¹⁹ Greece, PD 61/1999 (FEK 63/06-04/-1999). PUB/GR/0592

¹²⁰ ibid

*marriage certificate, family status certificate, identity card or internal passport or any other document that can prove Greek descent.*¹²¹

- **Migrant ethnic Greeks (omogeneis)** are Albanian citizens of ethnic Greek descent. They are entitled to a special residence and work permit of three year duration that is issued by the Aliens Department of the Greek Police after examination of all or any of the following original documents: passport, birth certificate, marriage certificate, family status certificate, identity card or internal passport or any other document that can prove Greek descent.¹²²
- **Muslim inhabitants** of Western Thrace are considered to be all Muslims established in the region to the east of the frontier line laid down in 1913 by the Treaty of Bucharest.¹²³

STATISTICAL TERMS

A dwelling is a separate, independent set of premises, which by the way it has been built, rebuilt or converted, is intended for occupation.

Household: Every person related or not, living together in the same housing unit and sharing meals with the family members is considered a household member.

Housing Census: The latest National Population / Housing Census in Greece was held on 17 March 2001. It was preceded by the Census of Buildings in December 2000. The censuses are held every ten years. The next population / housing census will be held in March 2011 and the next building census in December 2010. Greece follows the principles and recommendations of the United Nations. A population sample survey is held halfway through each decade. For the last, the sample was **3%**.

A room is defined as a space in a dwelling which is large enough to contain a bed for an adult, which has a surface of at least 4 m², which is at least 2 metres high, lighted from outside through a window or glass door, and which is intended for residential purposes.

Social Housing: There is no official definition. As a social housing organisation is considered the organisation which disposes of own social funds. These funds can be used for the beneficiaries of the organisation for low-cost houses or loans, on the basis of social-economic criteria.

Social – private rental dwelling: Home ownership belongs exclusively to the private sector. There is no housing stock under public ownership, either by central authorities or local government.

¹²¹ Greece, N. 2790/2000 (FEK 24A/16-02-2000). PUB/GR/0470

¹²² Greece, Ministerial Decision 4000/3/10-e (FEK 395 29/04/1998). PUB/GR/0459

¹²³ Convention Concerning the Exchange of Greek and Turkish Populations (Appendix A, Article 2), Lausanne January 30, 1923 between the Government of the Grand National Assembly of Turkey and the Greek Government. English text available at <http://www.hri.org/docs/lausanne/> (09/09/2002). PUB/GR/0465

Annex 2 – Supplementary Material

1. Housing conditions for low-income and immigrant households, Athens 1999

Στεγαστικές συνθήκες ‘φτωχών’ νοικοκυριών, Αθήνα 1999

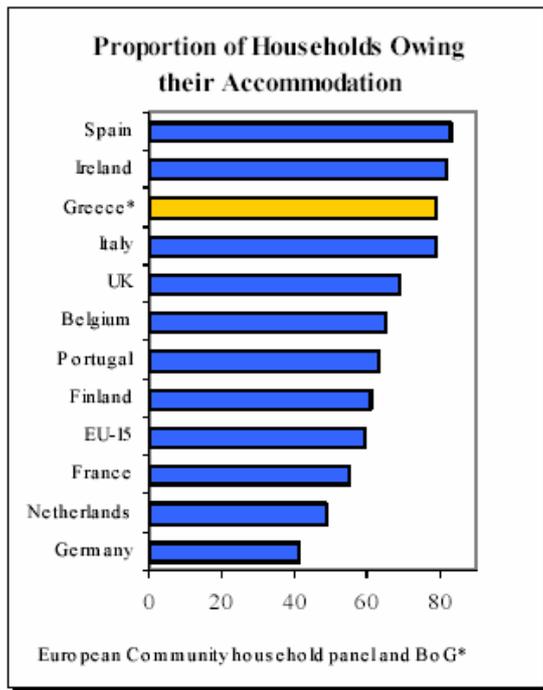
“Low income” Foreign migrants Albanian migrants TOTAL

		‘ΦΤΩΧΑ’ ΝΟΙΚΟΚΥΡΙΑ	ΑΛΛΟΔΑΠΑ ΝΟΙΚΟΚΥΡΙΑ	ΑΛΒΑΝΙΚΑ ΝΟΙΚΟΚΥΡΙΑ	ΣΥΝΟΛΟ
ΓΕΝΙΚΑ ΧΑΡΑΚΤΗΡΙΣΤΙΚΑ					
% of total sample	% του συνόλου	13.8	4.8	2.8	100.0
Average rooms	Μέσο μέγεθος	3.56	2.96	3.34	2.98
% cohabitation	% συγκατοίκησης	3.5	14.7	11.8	1.9
% renting	% ενοικιαστών	48.5	91.8	94.1	26.1
Built prior to 1960	% κτισμάτων προ του 1960	27.0	28.8	30.2	20.8
% Lack of basic amenities	% έλλειψης βασικών εξυπηρετήσεων	11.1	11.2	12.7	3.9
ΔΩΜΑΤΙΑ, ΧΩΡΟΣ & ΑΡΙΘΜΟΣ ΜΕΛΩΝ					
Room/person	Δωμάτια/ άτομα	0.78	0.73	0.65	1.13
% room/person	% δωμάτια<άτομα	55.1	59.7	72.1	24.8
% bedroom 1 person	% υπνοδωμάτια< άτομα –1	61.9	58.5	76.3	37.3
Average m ² /person	Μέση επιφάνεια ανά άτομο	18.6	17.5	15.1	27.5
% less than 25m ² /person	% εμβαδού ανά άτομο< 25 τ.μ.	70.2	69.8	82.5	38.9
ΔΩΜΑΤΙΑ, ΧΩΡΟΣ & ΑΝΑΓΚΕΣ					
Dwelling smaller than needs in m ²	Κατοικία μικρότερη από ανάγκες σε τ.μ.	68.0	79.9	86.6	36.6
Dwelling smaller than needs in number of rooms	Κατοικία μικρότερη από ανάγκες σε δωμάτια	59.7	70.4	75.2	26.6
Bedrooms less than essential	Υπνοδωμάτια λιγότερα από αναγκαία	67.4	61.0	74.2	37.1

Πηγή: Έρευνα ΔΕΠΙΟΣ-MRC 1999

Source: DEPOS/MRC (1999), "Condition and Trends in the Housing Market in the Greater Athens Area", DEPOS, Athens

2.



Source: Greece - Economic & Market Analysis - June-July 2003 available at http://www.nbg.gr/publications/eco_fin_bulletin/home.html (23-09-2003)

3.

3.1 Dwellings⁰ per 1000 inhabitants, dwelling stock (* 1000) and principal dwellings (*1000)⁰

	1980	1985	1990	1991	1995	2000	2001	Dwelling stock	Year	Principal dwellings
Belgique/België	368	nav	nav	394	nav	nav	nav	3953	1991	nav
Danmark	422	439	462	462	465	467 ¹	469	2509	2001	2398
Deutschland ²	412	425 ¹	421	421	430	445 ¹	nav	29678	1998	nav
Ex- DDR	393	410	438	446	460	480	nav	7363	1998	nav
Ellas	410 ¹	nav	nav	454	nav	nav	505 ⁷	5520 ⁷	2001	3657 ⁷
España ³	391	413	440	446	454	462	462	18983	2001	13116
France	436	449	465	468	479	490 ¹	nav	-	-	-
Ireland	259	272	290	291	303	330	337	1293	2001	nav
Italia	388 ¹	nav	404 ¹	440	441	nav	471	26526	2001	21328
Luxembourg	344 ¹	nav	nav	351	365 ¹	nav	391	171	2001	171
Nederland	343	369	390	393	402	415	416	6649	2000	6505
Österreich	404 ¹	374 ⁴	380 ⁴	435	386 ⁴	399 ⁴	-	-	-	-
Portugal	349 ¹	382 ⁵	nav	424	nav	482 ¹	nav	nav	nav	nav
Suomi/Finland	398	382	450	456	472	494	-	2512	2000	2295 ⁸
Sverige ⁶	442	463	474	478	479	483	484	4307	-	nav
United Kingdom	380	394	408	410	417	417 ¹	-	25382	2001	-

⁰ See table 3.1A for types of accommodation included in the definition of dwelling stock. See list of definitions 'dwelling'. Definition 'principal dwelling': Dwellings which are habitually occupied the greatest part of the year

¹ D: 1986, 1998; Ex-DDR, F: 1999; GR, A: 1981; E: 1981, 1989; L: 1981, 1994; P: 1981, 1999; UK: 1998;

² Excluding Ex-DDR

³ Housing Census 1981; other years: estimate. Principal dwellings: households (Active Population Survey, 1st term)

⁴ Principal residences

⁵ Estimate

⁶ Figures for 1995 adjusted

⁷ Provisional data - Census 2001

⁸ Principal dwellings: Occupied dwellings at 31 December

Housing statistics in the EU 2002, CIRIEC B. Sak & M. Raponi, University of Liège, available at <http://mrw.wallonie.be/dgatlp/dgatlp/Pages/log/DwnLd/Stats2002/housingStats2002.pdf> (19-09-2003)

4. Aliens resident in Greece in 2001 by nationality and sex

<i>Nationals of:</i>	M + F	%	F	% fem.
Albania	443,550	55.6	182,048	41
Bulgaria	37,230	4.7	22,172	60
Georgia	23,159	2.9	13,179	57
Romania	23,066	2.9	9,890	43
USA	22,507	2.8	11,494	51
Cyprus	19,084	2.4	10,053	53
Russia	18,219	2.3	11,318	62
UK	15,308	1.9	8,858	58
Germany	15,303	1.9	8,778	57
Ukraine	14,149	1.8	10,516	74
Poland	13,378	1.7	7,238	54
Pakistan	11,192	1.4	489	4
Australia	9,677	1.2	5,097	53
Turkey	8,297	1.0	3,959	48
Italy	7,953	1.0	3,991	50
Egypt	7,846	1.0	1,759	22
Armenia	7,808	1.0	4,160	53
India	7,409	0.9	533	7
Iraq	7,188	0.9	2,126	30
Canada	6,909	0.9	3,572	52
Philippines	6,861	0.9	4,919	72
France	6,513	0.8	3,780	58
Moldavia	5,898	0.7	4,099	69
Syria	5,638	0.7	1,174	21
Bangladesh	4,927	0.6	169	3
Former Yugoslavia	4,051	0.5	2,104	52
Others	43,971	5.5	23,209	53
TOTAL IMMIGRANTS	797,091		360,684	45
TOTAL POPULATION	10,964,020		5,532,204	
Immigrants as % of population	7.3		6.5	

SOURCE: Elaboration of preliminary data from the 2001 National Census - National Statistical Service of Greece
 {The data shown here refer to the **real population**, i.e. those actually present on the day of the Census}

5. Aliens resident in Greece (declaring that they are employed) by family status and area and type of residence

RESIDENT ALIENS BY FAMILY SITUATION AND GEOGRAPHICAL AREA						
GEOGRAPHICAL AREA	TOTAL	SINGLE	MARRIED	WIDOWERS	DIVORCED	SEPARATED
COUNTRY TOTAL	413,241	144,841	231,052	14,580	16,140	6,628
WITH FAMILY	249,085	58,676	177,773	5,936	5,596	1,104
WITHOUT FAMILY	164,156	86,165	53,279	8,644	10,544	5,524
URBAN AREAS	324,966	109,278	183,519	12,527	13,882	5,760
WITH FAMILY	201,500	46,812	143,865	5,124	4,791	908
WITHOUT FAMILY	123,466	62,466	39,654	7,403	9,091	4,852
RURAL AREAS	88,275	35,563	47,533	2,053	2,258	868
WITH FAMILY	47,585	11,864	33,908	812	805	196
WITHOUT FAMILY	40,690	23,699	13,625	1,241	1,453	672

Source: National Statistical Service (2001 National Census data)

Urban areas: Towns with a population of at least 10,000 recorded residents

Rural areas: Villages and towns with a population smaller than 10,000 recorded residents

Please note that the **total** refers only to those aliens who declared **employment** as their reason for stay. This is 51,84% of the total number of aliens recorded by the Census. The NSS does not explain what the remaining are occupied with).

6. Number of dwellings according to occupancy

	TOTAL	INHABITED HOUSES	TEMPORARILY UNINHABITED HOUSES	UNINHABITED HOLIDAY HOUSES	UNINHABITED HOUSES
TOTAL GREECE	5,454,889	3,525,105	490,743	922,228	516,813
PREFECTURES					
THESSALONICA	491,228	354,540	58,736	37,313	40,639
ATHENS	1,258,478	952,828	154,147	38,642	112,861
IOANNINA	87,579	52,023	8,549	19,658	7,349
CHALKIDIKI	114,573	32,493	3,387	52,344	26,349
GREVENA	19,794	10,542	1,687	6,453	1,112
MAGNISIA	105,065	65,720	9,281	21,438	8,626
TRIKALA	65,729	40,537	5,695	14,666	4,831
CEPHALONIA	24,700	12,410	1,713	8,448	2,129
LEFKAS	13,761	7,517	556	4,523	1,165
ARKADIA	62,820	27,760	6,296	23,133	5,631
CORINTHIA	93,073	44,651	4,179	35,497	8,746
MESSINIA	95,001	52,885	8,036	27,416	6,664
LESVOS	72,418	37,426	4,878	21,723	8,391
CYCLADES	92,653	37,305	4,925	41,362	9,061

Source: National Statistical Service (2001 National Census data)

7. Housing amenities of all inhabited dwellings

HOUSING AMENITIES – TOTAL GREECE		
TOTAL	3,531,968	99.53%
KITCHEN OR KITCHENETTE	3,515,253	99.53%
MAINS ELECTRICITY	3,511,561	99.42%
SHOWER OR BATH	3,323,934	94.11%
PLUMBING	3,491,494	98.85%
HEATING	3,364,656	95.26%
TOILET	3,323,969	94.11%
CONNECTED TO PUBLIC SEWAGE SYSTEM	2,339,715	66.24%
PRIVATE SEWER	1,180,396	33.42%
HOUSING AMENITIES – ATTICA		
TOTAL	1,292,634	99.82%
KITCHEN OR KITCHENETTE	1,290,324	99.82%
MAINS ELECTRICITY	1,286,692	99.54%
SHOWER OR BATH	1,276,518	98.75%
PLUMBING	1,287,306	99.59%
HEATING	1,252,760	96.91%
TOILET	1,275,988	98.71%
CONNECTED TO PUBLIC SEWAGE SYSTEM	1,140,186	88.20%
PRIVATE SEWER	151,715	11.74%
HOUSING AMENITIES – THESSALONICA		
TOTAL	354,851	99.76%
KITCHEN OR KITCHENETTE	354,019	99.76%
MAINS ELECTRICITY	353,730	99.68%
SHOWER OR BATH	348,223	98.13%
PLUMBING	352,144	99.24%
HEATING	350,145	98.67%
TOILET	348,742	98.28%
CONNECTED TO PUBLIC SEWAGE SYSTEM	295,436	83.26%
PRIVATE SEWER	59,232	16.69%
HOUSING AMENITIES – RODOPI*		
TOTAL	35,247	97.84%
KITCHEN OR KITCHENETTE	34,484	97.84%
MAINS ELECTRICITY	34,901	99.02%
SHOWER OR BATH	29,654	84.13%
PLUMBING	34,147	96.88%
HEATING	34,965	99.19%
TOILET	23,665	67.14%
CONNECTED TO PUBLIC SEWAGE SYSTEM	10,410	29.53%
PRIVATE SEWER	24,096	68.36%

Source: National Statistical Service (2001 National Census data)

* The bulk of the Muslim minority lives in the Rodopi prefecture

8. Total population resident in urban – rural areas

ALL RESIDENTS	URBAN AREAS	RURAL AREAS
10,964,020	7,980,414 (72.79%)	2,983,606 (27,21%)

Source: National Statistical Service (2001 National Census data)

9. Aliens (declaring that they are employed) by years of residence, nationality and sex

NATIONALITY	BOTH SEXES				MALE				FEMALE			
	TOTAL	1 YEAR	1 – 5 YEARS	5 + YEARS	TOTAL	1 YEAR	1 – 5 YEARS	5 + YEARS	TOTAL	1 YEAR	1 – 5 YEARS	5 + YEARS
ALL	413,241	50,595	193,341	169,305	244,643	29,174	111,798	103,671	168,598	21,421	81,543	65,634
ALBANIA	240,671	19,967	105,541	115,163	154,801	12,645	65,478	76,678	85,870	7,322	40,063	38,485
BULGARIA	27,506	4,828	16,247	6,431	10,779	1,986	6,219	2,574	16,727	2,842	10,028	3,857
GEORGIA	11,072	1,821	6,305	2,946	4,381	728	2,374	1,279	6,691	1,093	3,931	1,667
PAKISTAN	10,317	1,107	6,355	2,855	10,008	1,073	6,180	2,755	309	34	175	100
BANGLADESH	4,571	435	3,482	654	4,452	413	3,412	627	119	22	70	27
RUMANIA	17,337	3,387	11,070	2,880	10,465	2,186	6,669	1,610	6,872	1,201	4,401	1,270
PHILIPPINES	5,276	205	1,008	4,063	1,057	82	252	723	4,219	123	756	3,340

Source: National Statistical Service (2001 National Census data)

10. Aliens by educational level and nationality

NATIONALITIES	TOTAL	POST GRADUATES	UNIVERSITY GRADUATES	POST SECONDARY	GENERAL SECONDARY	VOCATIONAL SECONDARY	COMPULSORY EDUCATION (9 YEARS)	PRIMARY EDUCATION	SOME PRIMARY SCHOOL	BASIC LITERATE	ILLITERATE
TOTAL	762,191	4,799	70,632	20,659	200,324	22,710	128,137	166,937	56,707	21,058	70,228
ALBANIA	438,036	258	21,743	5,154	102,380	10,926	86,550	108,584	41,894	11,510	49,037
BULGARIA	35,104	5,057	3,550	924	9,415	1,806	6,342	8,386	1,473	1,200	1,896
UKRAINE	13,616	51	3,527	950	4,087	802	1,486	1,520	615	140	438
GEORGIA	22,875	37	3,859	717	5,700	839	3,313	4,405	1,754	741	1,510
BANGLADESH	4,854	88	179	237	954	104	779	1,451	13	590	539
PAKISTAN	11,130	19	196	252	2,194	169	2,403	3,406	72	886	1,533
POLAND	12,831	7	791	633	4,946	540	1,671	1,228	654	98	1,021
RUMANIA	21,994	18	1,118	526	10,087	517	3,410	3,309	545	407	1,169
RUSSIA	17,535	37	2,571	815	4,414	399	2,341	2,823	1,194	464	1,122
PHILIPPINES	6,478	11	512	756	2,555	43	860	708	198	121	463
TURKEY	7,881	12	606	252	2,419	57	839	2,389	145	475	425

Source: National Statistical Service (2001 National Census data)

11. OEK HOUSING BENEFITS

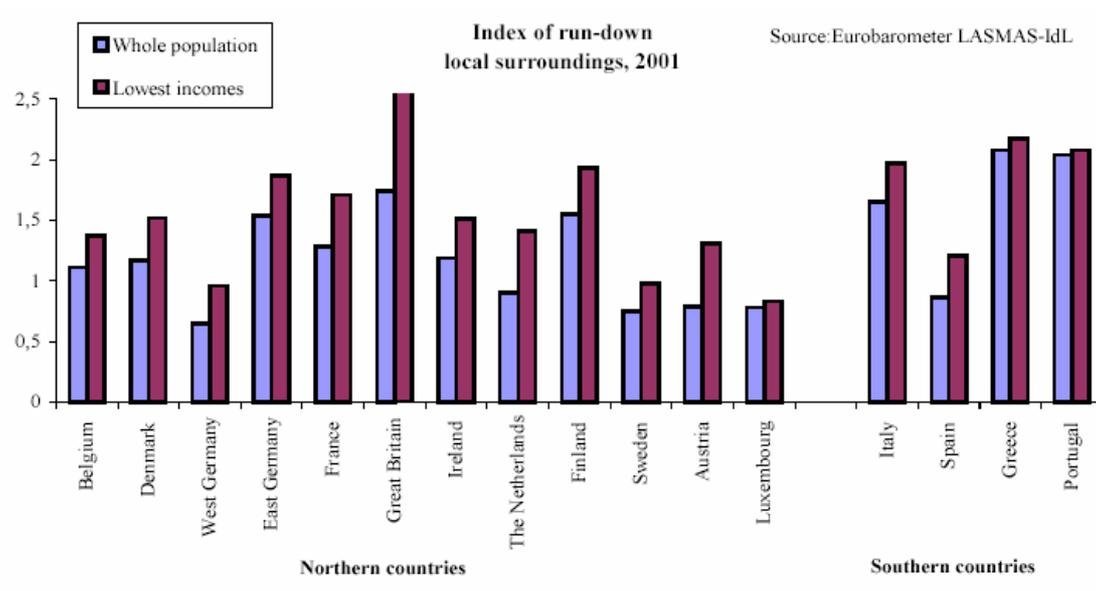
TABLE 2.1.1

Minimum insured days of work for eligibility to OEK Housing Programme

worker with 2 children	1500 working days
worker with 3 children	1000 working days
worker with 4 children	750 working days
worker with 5-9 children	400 working days
worker with 4-9 children and one disabled family member	300 working days
worker with more than 10 children	100 working days
political refugees (Greeks) or blind	750 working days
seriously disabled and paraplegic	300 working days
new couples	1200 working days
earthquake victims	900 working days
single persons	3000 working days

Source OEK

12. Quality of housing: run-down surrounding areas



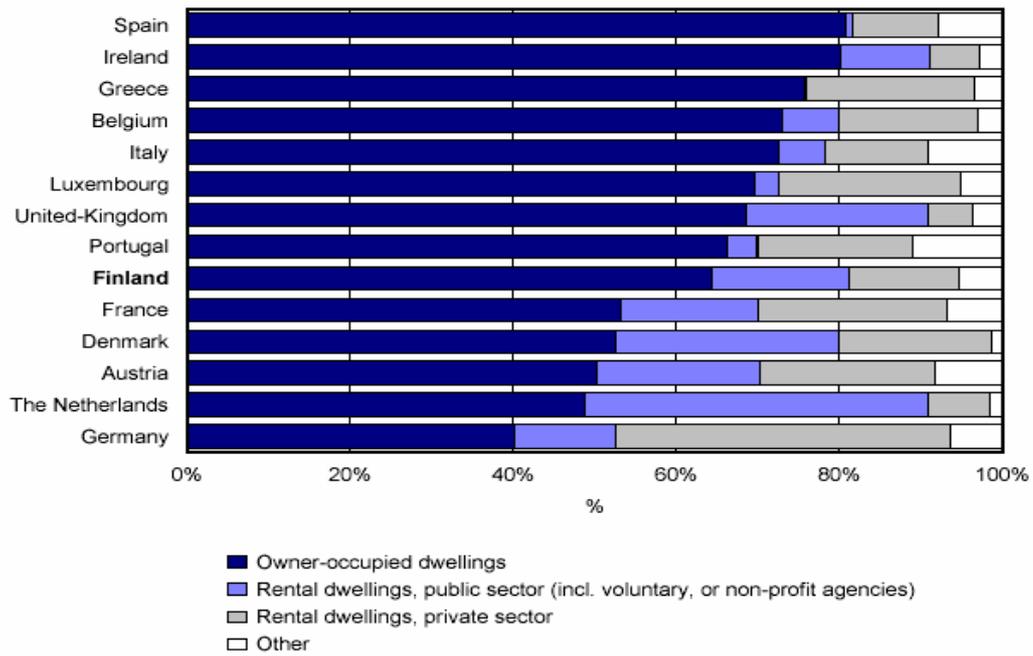
Eurobarometer (56.1 10/2002) data included in the report by Gallie D. and Paugam S. on "Social Precarity and Social Integration", available at

http://www.europa.eu.int/comm/employment_social/soc-prot/soc-incl/eurobarometer_en.pdf

(23/09/2003)

13.

Figure 1. Households by tenure status (%) in EU countries in 1996

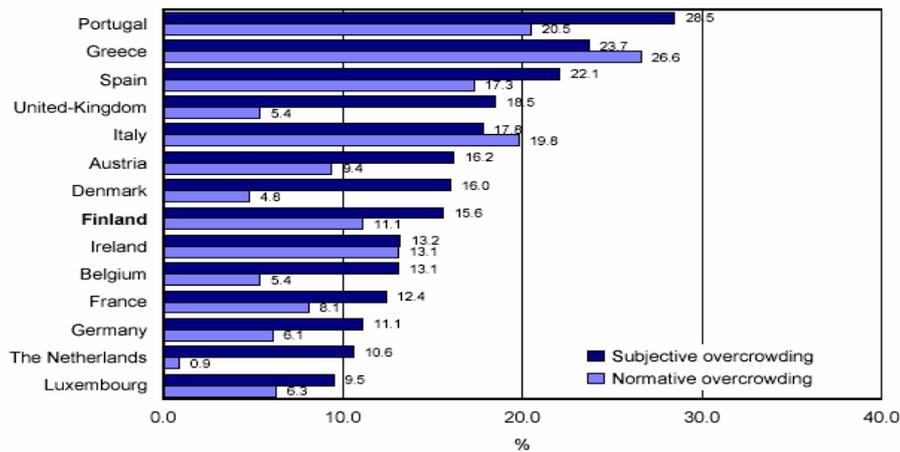


Data from Reijo, M. Juntto, A.(2002), "National characteristics remain in housing", In Pyy-Martikainen, M. (eds.), Statistics Finland. Living Conditions 2002:1, Helsinki 2002.

14.

Figure 5. Households by subjective and normative overcrowding of the dwelling (%) in EU countries in 1996

Normative overcrowding = more than one person per room, kitchen not counted as a room.

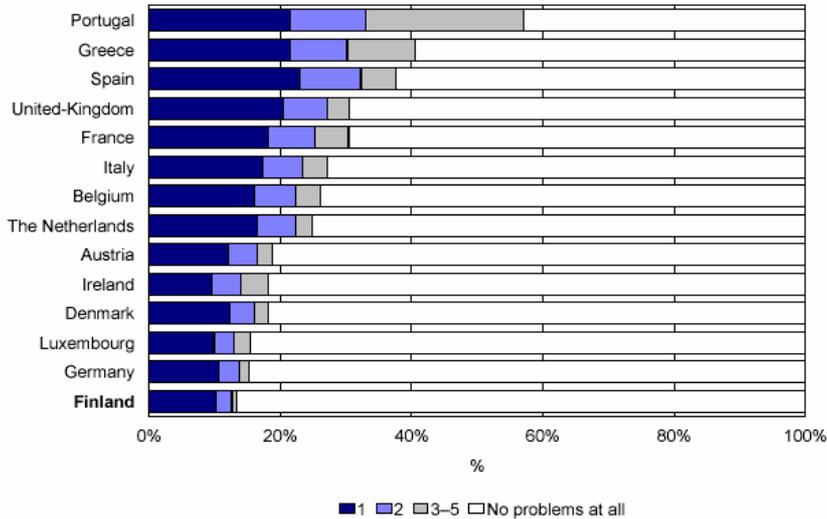


Data from Reijo, M. Juntto, A.(2002), "National characteristics remain in housing", In Pyy-Martikainen, M. (eds.), Statistics Finland. Living Conditions 2002:1, Helsinki 2002.

15.

Figure 6. Households by number of problems of dwellings (%) in EU countries in 1996

Problems = darkness, inadequate heating facilities, leaky roof, damp walls, floors, or foundation, rot in window frames or floors.

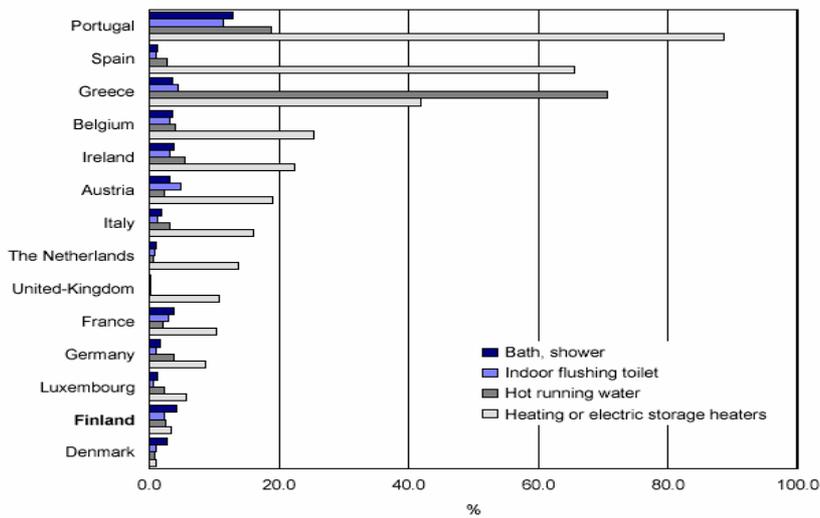


Data from Reijo, M. Juntto, A.(2002), "National characteristics remain in housing", In Pyy-Martikainen, M. (eds.), Statistics Finland. Living Conditions 2002:1, Helsinki 2002.

16.

Figure 7. Households by lack of amenities (%) in EU countries in 1996

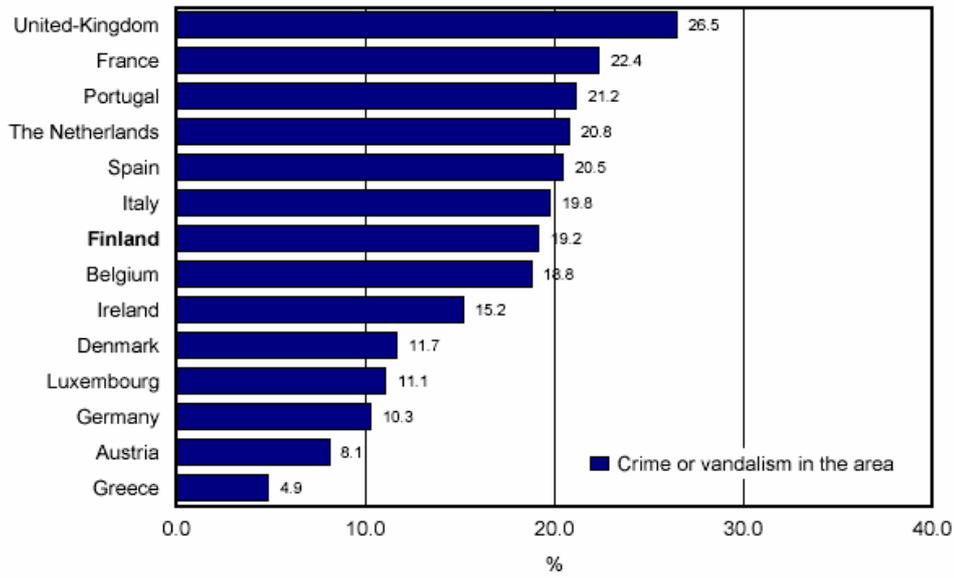
Amenities = bath or shower, indoor flushing toilet, hot running water, central heating or electric storage heaters.



Data from Reijo, M. Juntto, A.(2002), "National characteristics remain in housing", In Pyy-Martikainen, M. (eds.), Statistics Finland. Living Conditions 2002:1, Helsinki 2002.

17.

Vandalism or crime in the area



Data from Reijo, M. Juntto, A.(2002), "National characteristics remain in housing", In Pyy-Martikainen, M. (eds.), Statistics Finland. Living Conditions 2002:1, Helsinki 2002.

18. Social shelters run by the state, local authorities, the Church and NGOs

TABLE 1: Social shelters run by the State (Ministry of Health and Welfare) and the City Council

Name	Location	Capacity occ.beds	Remarks	Contact
Shelter n.1	Epicourou 41, Athens		discontinued	3211112 3251451 Ms Miheli
Shelter n.2	Kareas, Gr.Athens	55/38	max stay 3 months	7240266 Ms Korovila
Shelter n.3	Vouliagmeni, Gr.Athens	38/6	max stay 3 months	8962618-9 MrManolatos
ΣOrfeasT	Omonia sq.	97/97	Max stay 3 months	Run by the City Council
ΣKapriT	Omonia sq.	93/93	Max stay 3 months	Run by the Cith Council

Source First-hand survey

TABLE 2: Guest houses (social shelters) in the Greater Athens area organised by the Church

Name	Location	Capacity occ.beds	Remarks	Contact
Shelter for the bedridden elderly	Laodamantos 18 Lofos Skouze	45/45	mostly not self-sustained elderly homeless women	Malisianos 5123315
Shelter for the elderly	Ipirou 15 Agia Paraskevi	40/30	mostly homeless elderly	Ms Kriticou 6526818
Guest house Ag.Ioannis Eleimon	Andrea Sfaellou 5 Ambelokipi	8/ 8	mostly homeless elderly	6428536
Guest house Ag.Therapon	Galini 14 Zografou	/30	mostly homeless elderly	7706807
Guest house Ag.Georgios	Kefallinias 19 Kipseli	76/76	mostly homeless elderly	8227845
Guest house Agii Apostoli	Thiseos 314, Tzitzifies	17/17	mostly homeless elderly	f.Karakonis 9422021
Guest house Agios Nikolaos	Agrafon 2, Philipappou	20/20	homeless elderly women	f.Kouzios 9247025
Guest house Agia Marina	Thission	/ 5	mostly homeless elderly	3463783
Tsougraneio house Agii Asomati	Granikou 4, Thission	7/7	mostly homeless elderly	f. Moschos 5224310
Vouliagmeni Orphanage	Vouliagmeni	/38	for orphans (boys and girls)	8961957
Guest house Ag.Panteleimonas	Ag.Panteleimonos 12, Drapetsona	25/23	for the elderly (mostly homeless women)	f.Vergetis 4622427
Guest house Evaggelistria	Evaggelistria Piraeus	/150	50% elderly and homeless	f.Marinos 4125619
Rehabilitation Centre of Dropout Juveniles YDamarisΦ	Lykavitou 10, Boyiati	/25	for girls (age 13-20 yrs) (8 homeless)	8041736

Source First-hand survey

TABLE 3: Guest houses (social shelters) in the Greater Athens area run by NGO's

Name	Location	Capacity occ.beds	Remarks	Contact
Onissimos house 1	Ser.Patriarchou 8	10/ 8	for women ex-offenders (and their children)	3622017
Onissimos house 2	Iasonos 14	12/ 12	adults ex-offenders	
Onissimos house 3	Skaramanga 8	25/ -	not in operation	
YWelcoming HouseΦ	Pellis 8	20/ -	no longer in operation	3461924
XEN Ilioupoleos	M.Antypa 81, Ilioupoli	111/54	for working girls + students (not homeless)	9940941 Ms Pitta
Youth house	Isavron str.	15/ -	Occasionally in operation	3613290 Mr G Moschos
Youth house	Korydallos, Piraeus			4967283
Guest house for assaulted women	central Athens	30/ 15	max stay 15 days	by Athens City Council
Mrs Stika guest house for women	Holargos	15/ -	no longer in operation	6510698
Guest house for HIV patients	Vassilicou 7, Kaminia, Piraeus	18/ 18	for male HIV patients	4111400 MrDimitropoulos
Meropeio house	Herodeion		for the elderly	9236807
Guest house for the elderly	Koukaki		for the elderly	9020930
Russian guest house for the elderly	Ilektroupoleos 4	50/ 50	for homeless elderly of Russian origin	9923753 Mr Sakkas
House of serenity	Granikou4,Piraeus	20/ 20	for the elderly	
House for the elderly from Constantinople	Roma 19, Alimos	60/ 50	mostly homeless elderly who come from C'nople	9820901 Mr Vlastos
Armenian guest house for the elderly	Ag.Panton 8, Ag.Ioannis Rentis	40/22	for the elderly of Armenian descent	4912822 MsHainstan
Panagia Faneromeni			for the elderly	5983414
"Shelter of Christian Commitment"	Dimokratias 7	60/60	for the elderly women and orphans	8040864 Ms Polyhronopoulou
Guest house for the elderly	Kavafi 8		for the elderly	2020022
"The Good Samaritan"	Halkis 20, Nea Filadelfia	56/ 51	mostly homeless elderly	2520120 Ms Kirkitsou
Panagia Eleoussa	Hr.Mantica 2, Nea Ionia	45/ 30	mostly homeless elderly	2778842 Ms Fotopoulou
Guest house	Melissia		for the elderly	
Guest house for the elderly	Kifissias & Lampsas	450/	for the elderly	6918408 Kafkalakis
Guest house of the Sister Theresa	Kolokynthou,	/50	for women refugees (and their children)	5247879 (Caritas)
Acc'tion Centre for Pol. Refugees	Lavrion	300/300	families of political refugees	029222414 Hristoforidou

Source First-hand survey

Data included in the FEANTSA "Annual Report on homelessness in Greece – 2000", Athens, March 2000 and available at <http://www.feantsa.org>

19. Private households 1980 - 2001

1.6 Private households⁰ (*1000), 1 January 2001

	1980	1981	1985	1986	1990	1991	1995	2000	2001	Growth ¹
Belgique/België	nav	3608	nav	nav	nav	3953	nav	4237	4278	8.6
Danmark ²	2000	2030	2121	2148	2229	2251	2315	2383	2398	19.9
Deutschland ^{3,4}	24811	25100	26367	26739	28175	35256	36938	38124	38456	22.8
Ellas	nav	2974	nav	3234	nav	3203	nav	nav	3678	23.7
España	10025	10665	10531	10770 ⁵	11299	11852	12001	13004	13116 ¹⁰	30.8
France ⁴	19044	19572	20316	20574	21478	21707	22656	23055	nav	21.1
Ireland ⁴	880	896	971	976	1015	1029	1091	1251	1293	46.9
Italia	Nav	18632	nav	20118	nav	19909	nav	22004	22226	19.3
Luxembourg	nav	128	nav	134	nav	145	nav	nav	171	33.6
Nederland	5006	5103	5613	5771	6112	6185	6456	6819	6903	37.9
Österreich ⁶	2669	2676	2809	2826	2937	2994	3131	3276	3291	23.3
Portugal ⁴	nav	2924	nav	nav	nav	3147	nav	nav	3650	24.8
Suomi/Finland ⁴	1782	nav	1888	1917	2037	2066	2181	2295	2329	30.7
Sverige ⁴	3498	nav	3670	nav	3990	nav	4290 ^{8,9}	4363 ⁸	nav	24.7
United Kingdom ^{4,7}	19900	20177	21017	21254	22140	22392	23315	24121	24422	22.7

0 See list of definitions 'household': the usual definition concerns the 'same address' and or sharing common arrangements such as meals and rent

1 First to last year given

2 Households in dwellings

3 From 1991 on, reunited D; Ex-DDR: 1981 January: 6510; growth: 1980-figure = 1980 Ex-BRD + 1981 Ex-DDR

4 D: April for 1980, 1990, 1991, 1995; June for 1985; May for 2000; April for 2001; IRL: 31 December for 2000; SE: 31 December; S: 15 September for 1980, 1 November for 1985 and 1990; UK: mid-year; F: 1982, 1999, P: 2001

5 Estimate

6 A: annual average

7 Great Britain

8 Housekeeping units. A housekeeping unit is a household of individuals who live together in the same dwelling, prepare and have meals together, and who share the housekeeping

9 1996

10 Provisional data - Population Census 2001

HOUSING STATISTICS IN THE EUROPEAN UNION 2002

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Available on line from

<http://mrw.wallonie.be/dgatlp/dgatlp/Pages/log/DwnLd/Stats2002/housingStats2002.pdf>

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