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From: Secretary-General of the European Commission,  
signed by Mr Jordi AYET PUIGARNAU, Director

date of receipt: 10 February 2016

To: Mr Jeppe TRANHOLM-MIKKELSEN, Secretary-General of the Council of  
the European Union

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Subject: ANNEX to the Communication from the Commission to the European  
Parliament and the Council on the State of Play of Implementation of the  
Priority Actions under the European Agenda on Migration  
Greece - State of Play Report

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Delegations will find attached the Commission document COM(2016) 85 final ANNEX 2.

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EUROPEAN  
COMMISSION

Brussels, 10.2.2016  
COM(2016) 85 final

ANNEX 2

**ANNEX**

*to the*

**Communication from the Commission to the European Parliament and the Council on  
the State of Play of Implementation of the Priority Actions under the European Agenda  
on Migration**

**Greece - State of Play Report**

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## Greece – State of Play Report

Recommendations December 2015		Status
<b>HOTSPOT AREAS</b>	<p>Greece needs to complete the construction of the hotspots at Lesvos, Leros and Chios, in line with the planned timetable. Construction works at Kos should commence immediately and a location in Samos should be identified in order to roll out the hotspot by end of January.</p>	<ul style="list-style-type: none"> <li>✓ Works in the hotspot areas in Lesvos (extension), Leros, Chios and Samos are advancing well. According to the announcement of the government on 31 January 2016, they should be completed by the European Council of February 2016. Following an inter-ministerial meeting under PM Tsipras, the Greek army is now mobilised to take the leadership, in particular to finalise the construction works and to take the lead temporarily in the hotspots.</li> <li>✓ The national procurement procedure for the services necessary for the operation of the hotspots has not yet been finalised. In the meantime these services will be provided by the Greek army.</li> <li><b>X</b> The Greek army has selected the former camp of Pyli as hotspot site in Kos and has started land works. The Greek authorities should complete works at the identified site so that the hotspot becomes operational as soon as possible.</li> </ul>
	<p>Greece should, in collaboration with the European Commission, EU agencies, and UNHCR, optimise the organisation of the hotspots based on an island by island evaluation of the needs and drawing on the findings of the inter-Agency pilot project. In this context, a structured system for disembarkation at official disembarkation points as well as transportation to the hotspot areas should be established.</p>	<ul style="list-style-type: none"> <li>✓ The framework legal act (in the form of an amendment of Law 3907/2011) concerning the establishment and coordination mechanisms of the hotspots is ready to be adopted in the Parliament the second week of February 2016.</li> <li>✓ Once the framework act has been adopted, Standard Operating Procedures will be adopted through an inter-ministerial decision which will define roles and procedures in the management of the hotspots. This decision has been prepared and is expected to be adopted before the European Council.</li> <li>✓ Coastal Patrol Teams have been deployed by Frontex in Lesvos, Chios and Samos. In Leros, the disembarkation procedures are now undertaken in a more controlled manner.</li> <li>✓ In the short term the army has assumed responsibility for the coordination of transportation of migrants from disembarkation points to the registration centres and from the registration centres to the ports.</li> <li><b>X</b> A sufficient number of buses should be swiftly made available in order to further upgrade the disembarkation system on the islands. To this end, Member States should respond urgently to the request for buses under the Union Civil Protection Mechanism (UCPM).</li> <li><b>X</b> Transportation of those who are not in need of international protection from the hotspots areas directly to available detention facilities needs to be established.</li> </ul>
	<p>On the basis of a refined needs assessment, Member States should make available the necessary experts in order to ensure the full roll-out of the hotspots as soon as construction works are concluded. Greece should in turn ensure that a</p>	<ul style="list-style-type: none"> <li><b>X</b> The Hellenic Police should increase its presence in the hotspots facilities in order to ensure the security of the facilities and the personnel of the agencies deployed.</li> <li><b>X</b> Frontex and the European Asylum Support Office (EASO) increased their presence (currently at 461 and 13 officers respectively), but should further</li> </ul>

	<p>sufficient number of team leaders are deployed and should ensure that sufficient security personnel is present in the hotspot areas.</p>	<p>enhance this when the hotspots will be fully in place.</p> <p>✗ Member States have not provided sufficient experts (see Communication).</p> <p>✗ Greece should complete the process of providing team leaders.</p>
	<p>Greece should procure – without further delay and by making use of accelerated/simplified procedures provided for in Directives 2004/18/EC and 2014/24/EU in case of "urgency" or "extreme urgency" – the necessary additional fingerprinting machines.</p>	<p><b>In terms of registration (Eurodac):</b></p> <ul style="list-style-type: none"> <li>✓ A first wave of 25 fingerprinting stations has been ordered by the EASO and they will be deployed soon at hotspot locations. 65 further fingerprinting stations have been ordered and are expected to be delivered in the third week of February 2016.</li> <li>✓ 6 fingerprinting stations have been procured by the Hellenic Police and have been deployed in Lesvos.</li> <li>✓ Fingerprinting rate increased from 8% in September to 78% in January. Greece should ensure full registration of all irregular migrants.</li> </ul> <p>✗ Regarding the connections of the Eurodac stations to the IT network, and regarding the central server capacity, a technical mission of eu-LISA took place in Greece to assess the situation and the technical needs and conclusions have been reached. The Greek authorities should swiftly increase the capacity of the central servers in order to be able to fully support the registration system and data with the support of eu-LISA.</p>
	<p>IT systems should be updated to first deploy a fully-fledged Automated Fingerprinting Identification System (AFIS) and then to ensure that interconnections between national and EU/international databases are established, thereby allowing for a full check of arriving migrants against Schengen Information System (SIS) II/Interpol Stolen and Lost Travel Documents (STLD) databases.</p>	<p><b>In term of security checks:</b></p> <ul style="list-style-type: none"> <li>✓ In hotspots, terminals are technically now available to allow checks against SIS, Interpol and Europol database in addition to the national police database of third country nationals.</li> <li>✓ A request has been submitted to Europol in order to ensure access to its database for security checks purposes.</li> <li>✓ The single automated access system to the relevant security databases (national, SIS and Interpol), being developed by the Hellenic Police, should be tested and implemented at all hotspots.</li> </ul> <p>✗ Systematic checks against these databases need to be fully ensured with the relevant follow-up. A full Automated Fingerprint Identification System is to be further developed.</p>
	<p>Greece, with the support of the European Commission and EU Agencies, should define the needs in terms of cultural mediators/interpreters and strengthen their presence in the hotspot areas.</p>	<ul style="list-style-type: none"> <li>✗ The Greek authorities should define their needs in terms of cultural mediators/interpreters.</li> <li>✗ The Greek authorities should put a pool of interpreters in place, possibly through a framework contract in order to be able to provide interpretation services at short notice.</li> </ul>
	<p>Coordination needs to be further improved by making systematic and effective use of the coordination mechanisms that have been put in place. Appointed coordinators for the islands should be empowered by way of dedicated</p>	<ul style="list-style-type: none"> <li>✓ The draft act establishing the hotspots is ready to be adopted in the second week of February 2016 and includes dedicated provisions for the appointment of hotspots coordinators, police coordinators and special coordinators to manage the relationship with all the stakeholders involved in the hotspot procedure.</li> </ul>

	<p>Terms of Reference to coordinate all relevant governmental and non-governmental players involved in the hotspot locations.</p>	<ul style="list-style-type: none"> <li>✓ On the basis of the announcement of the government on 31 January 2016, following an inter-ministerial meeting with PM Tsipras, temporary coordinators, from the army, for each hotspot location have been appointed.</li> <li>✗ Once the new legislation is in place, the Greek authorities need to swiftly follow the relevant procedure in order to appoint the permanent coordinators for hotspots foreseen under the newly adopted legislation.</li> </ul>
	<p>EUROPOL should strengthen its presence in Greece and should conclude operational agreements with the Greek authorities in order to support them in fighting smuggling. Support should include the launch of financial investigations, actions against document fraud, and better use of Immigration Liaison Officers (ILO) networks in third countries as sources of relevant information.</p>	<ul style="list-style-type: none"> <li>✓ Europol liaison officer is present only in Lesvos for the moment as well as in EU Regional Task Force in Piraeus.</li> <li>✓ Advanced Level Document experts (ALDO) have been deployed by Frontex in all hotspot areas alongside dedicated equipment for the detection of fraudulent documents.</li> <li>✓ The Hellenic Police has decided to use a new registration document as of now including security features in all hotspots. This document has been agreed among the relevant experts, and should be rolled out in full by the end of February.</li> <li>✗ In addition, Greece should procure more equipment to detect document fraud. A request for funding should be submitted.</li> <li>✗ The Greek authorities need to ensure appropriate follow-up on cases of detected fraudulent documents and strengthen law enforcement operations on the islands to curtail the smuggling business.</li> </ul>
	<p>The Hellenic Police should provide training to police officers placed in the hotspots for forged document identification.</p>	<p>✗ Still under consideration.</p>
<b>RELOCATION</b>	<p>Information provision to refugees about the relocation programme needs to be stepped up, inter alia by increasing the presence of the staff of the Greek Asylum Service and of EASO in the hotspots as well as by producing and distributing information material to potential relocation candidates about the relocation process and their rights and duties in that context. The Member States Liaison Officers should provide relocation candidates with information on the assigned destination countries including on their asylum and reception systems.</p>	<ul style="list-style-type: none"> <li>✓ The Asylum Service is active in Lesvos. Also, it has recently opened a new office in Samos and EASO has deployed experts for the provision of information and have started to distribute information leaflets.</li> <li>✗ The Asylum Service and EASO should deploy experts in all hotspot location as soon as the construction works are concluded.</li> <li>✗ More Member States should produce information packages for people to be relocated (only 2 Member States (Ireland and Portugal) have produced such information).</li> <li>✗ Information to migrants regarding their rights as asylum seekers and possible candidates to the relocation mechanism should be systematically provided in all hotspots.</li> </ul>
	<p>The capacity to register and process asylum applications needs to be substantially increased. To this end, the Greek Asylum Service</p>	<ul style="list-style-type: none"> <li>✓ EASO is supporting the Greek authorities in Lesvos and Samos to screen the nationalities of the applicants for relocation.</li> <li>✓ 37 persons will be recruited by April and an</li> </ul>

	<p>intends to hire 40 additional staff by mid-February which should increase its capacity to be able to register 100-120 applications per day. Further staff increases are needed to step up the registration as required.</p>	<p>additional (up to) 40 persons in June 2016. The remaining posts foreseen will be recruited in January 2017. The necessary funding is secured through emergency funding under the Asylum, Migration and Integration Fund (AMIF).</p> <p><input checked="" type="checkbox"/> Greece and EASO together with the Commission should explore ways to increase the relocation capacity at a faster pace.</p>
	<p>Member States should substantially reduce the response time to relocation requests submitted by the Greek authorities (and refrain from excessive ad hoc checks taking place in Greece).</p>	<p><input checked="" type="checkbox"/> At present, the number of applicants for relocation exceeds the number of concrete pledges offered by Member States.</p> <p><input checked="" type="checkbox"/> Responses of Member States to relocation requests continue also to be slow and this is in part responsible for a significant withdrawal rate from the relocation process.</p> <p><input checked="" type="checkbox"/> Member States do not provide adequate information in advance concerning their relocation planning to allow the Greek authorities to increase the efficiency of the process.</p> <p><input checked="" type="checkbox"/> Several Member States request <i>systematic</i> security interviews to be performed.</p>
	<p>Member States should substantially increase their pledges under the relocation programme.</p>	<p><input checked="" type="checkbox"/> Insufficient pledges and number of persons relocated (See Annex 4).</p>
<i>Additional measures identified after the adoption of the Communication in December</i>		
	<p>A total of 34 relocation applicants have absconded and 88 withdrew their application since the start of the scheme (figures from 1 February)</p>	<p><input checked="" type="checkbox"/> Greece should make sure that relocation applicants are gathered in dedicated facilities where their cases can be closely followed.</p> <p><input checked="" type="checkbox"/> Member States should develop in collaboration with EASO targeted information packages to be provided to relocation candidates upon notification of their country of destination.</p>
	<p>No Unaccompanied Minor has been transferred since the inception of the relocation process</p>	<p><input checked="" type="checkbox"/> Greece should finalise dedicated procedures for the transfer of Unaccompanied Minors.</p> <p><input checked="" type="checkbox"/> Member States should pledge dedicated places for Unaccompanied Minors.</p>
	<p>Some Member States have invoked criteria other than those foreseen in the Council Decision to reject relocation files.</p>	<p><input checked="" type="checkbox"/> Member States should strictly apply the criteria foreseen under the Council Decision when rejecting relocation applications. In particular relocation applications should not be rejected for reasons linked to the preferences expressed by the Member State concerning the profiles of the applicants to be relocated.</p>
<b>RETURN</b>	<p>The Greek authorities need to develop a clear strategy for forced returns identifying priority third countries for engagement and addressing shortcomings in their detention system. Greece needs to streamline its administrative procedures in order to allow for swift return.</p>	<p><input checked="" type="checkbox"/> Greece is using simplified procedure to issue return decisions to third country nationals not entitled to protection.</p> <p><input checked="" type="checkbox"/> Greece, together with Frontex, should define and launch, as a matter of priority, a clear operational plan for return and readmission activities, based on a clear planning and needs assessment by Greece, providing support to all elements in the return execution procedure, as necessary.</p> <p><input checked="" type="checkbox"/> Greece should make full use of the possibilities offered by the Greek legislation in line with the</p>

		<p>Return Directive to maintain irregular migrants in detention up to the 18-month maximum limit to avoid that detention is ended before effective removal</p> <p>X Greece should be encouraged to make the full and swift use of the possibilities to obtain support from EU-funded programmes on return, in particular EURINT, ERIN and Eurlo.</p>
	<p>Greece needs to step up forced and voluntary returns, as well as take the necessary steps to ensure the immediate absorption of the available funding under AMIF national programme funding (including emergency assistance under AMIF and ISF).</p>	<p>✓ An emergency Assisted Voluntary Return (AVR) programme has been financed under AMIF allowing a total of 1,000 migrants to return voluntarily. So far over 1,400 migrants have registered for voluntary departure. It is estimated that the number of 1,005 voluntary departures will be reached soon.</p> <p>X The tendering procedure for the new AVR Programme to be financed under the AMIF national programme should be completed as soon as possible.</p> <p>X An emergency forced return programme (to be implemented by the Hellenic Police) has been financed under AMIF. The tendering procedure for transportation (provision of tickets) for forced return operations on commercial flights is ongoing and needs to be finalised as a matter of urgency.</p>
	<p>The return activities of the Greek authorities should focus more on the nationalities most relevant in the context of hotspots (Pakistanis, but also Afghans, Iranians and Bangladeshis), instead of the current focus on nationals of Albania and the former Yugoslav Republic of Macedonia.</p>	<p>X See above with regard to an operational plan. Such a plan should take into account the nationalities currently entering Greece as part of irregular migratory flows, which do not fall under a refugee-profile.</p>
	<p>Information concerning Assisted Voluntary Returns should be promoted to migrants already while they stay in the hotspot areas. An outreach campaign should also be considered in areas close to the border with the former Yugoslav Republic of Macedonia.</p>	<p>✓ The International Organization for Migration (IOM) has opened dedicated offices in Lesvos.</p> <p>X Dedicated arrival points should be urgently set up in other hotspots and in Athens for migrants who are returned from Idomeni in order to be offered the opportunity of AVR.</p> <p>X The IOM should be present in all detention centres in Greece to offer the AVR option to migrants to be returned.</p>
	<p>The European Commission, supported by Member States, should further step up engagement with third countries to ensure easier readmission of migrants which are not entitled to international protection. This also includes in particular further efforts to ensure readmission of third-country nationals by Turkey.</p>	<p>✓ The results of the recent exchanges with the Pakistani authorities were endorsed by the Joint Readmission Committee. As a priority, an important step is now to confirm concretely this positive step with new flights in the following weeks from Greece to Pakistan.</p> <p>X The Greek authorities must enhance their efforts in particular by speeding up the readmission requests to Turkey and minimising the risk that migrants abscond during the procedure. Turkey should also collaborate more closely with the Greek authorities so that the number of migrants accepted for readmission and actually readmitted increases substantially (only 8 persons readmitted out of</p>

		<p>5,148 requests accepted by Turkey in 2015).</p> <p>X Frontex, assisted by Member States, should support Greece with the timely submission of readmission requests to Turkey and transportation of migrants from the place where they are apprehended and/or in detention to one of the three places of departure agreed in the Greek-Turkish Protocol.</p> <p>X Greece should consider inviting Turkey to appoint a liaison officer to be deployed in Greece with the view of facilitating readmission requests.</p> <p>X Greece should ensure physical availability of migrants accepted by Turkey for readmission (where necessary by means of timely pre-removal detention).</p>
	Frontex should ensure that joint return flights make regular stopovers in Greece in order to perform return operations.	<p>X Frontex, assisted by Member States, has expressed its willingness to coordinate and support all joint return operations with stopovers in Greece. The Greek authorities need to report to Frontex their specific needs on a regular and timely basis in order for joint return operations to be planned and executed.</p>
	Conditions in the pre-removal centres need to be improved urgently.	<p>✓ The Greek authorities are proceeding with a Framework Contract for the provision of catering services for the closed pre-removal centres for 2016-2018. On the basis of legal provisions adopted on 29 January 2016, the Hellenic Police has undertaken to provide food until the relevant agreement is in place.</p> <p>X Beyond catering services, certain closed pre-removal facilities, in particular on the islands, should be refurbished where necessary and should be properly maintained, in order to provide appropriate accommodation to migrants in line with EU standards.</p>
	The European Commission, supported by Member States, should further step up engagement with third countries to ensure easier readmission of migrants which are not entitled to international protection including through the targeted use of the Trust Fund for Africa.	<p>✓ The Joint Committees on Readmission with Turkey and Pakistan were held on 19 January and 2 February 2016 respectively. The Commission visited Afghanistan and will visit Nigeria to discuss readmission.</p>
<b>IMPROVING BORDER MANAGEMENT</b>	Greek authorities and Frontex should swiftly define the operational details of the deployment of Frontex officers at the northern Greek border.	<p>✓ The Frontex operation on the Northern Greek border is ongoing. The operation should be rapidly scaled up.</p> <p>X However, Greece should designate and complete the deployment of team leaders and office spaces for Frontex officers to be fully operational on the ground.</p> <p>✓ Frontex will support the Greek authorities in verifying the identity of third country nationals and whether they have been registered in the relevant databases.</p>

	<p>Further to The Rapid Intervention Poseidon in the Aegean Islands, Member States should immediately make available staff and equipment to ensure that the needs identified by Greece and Frontex are fully met.</p>	<ul style="list-style-type: none"> <li>✓ The Rapid Intervention Poseidon in the Aegean islands has been launched on 28 December 2015. Currently there are 775 guest officers deployed under the operation (243 crew members, 248 fingerprinters, 53 screening experts, 30 advanced documents experts, 75 interpreters, 16 debriefing experts, 8 Frontex support officers, 31 team leaders, 71 coordination staff).</li> <li>✗ Member States' pledges have reached 83% of the necessary coverage.</li> </ul>
RECEPTION CAPACITY	<p>Greece needs to rapidly complete the construction of all 7,000 places for all five hotspot islands.</p>	<ul style="list-style-type: none"> <li>✓ The places in the hotspots should be available alongside the completion of the construction works.</li> </ul>
	<p>Greece needs to improve the reception of vulnerable groups, in particular unaccompanied minors.</p>	<ul style="list-style-type: none"> <li>✓ UNICEF, the UNHCR and Save the Children have started a pilot project in Kos, Lesvos and Idomeni to provide dedicated care for minors. This is also intended to be extended to Samos and Leros.</li> <li>✓ Medical screening is foreseen in all hotspots as a last step in the registration procedure.</li> <li>✗ Greece should set up dedicated facilities for the accommodation of minors and other vulnerable groups after they are transferred from the islands.</li> </ul>
	<p>More structural solutions need to be found regarding the provision of food and other basic needs in the reception facilities.</p>	<ul style="list-style-type: none"> <li>✓ The Greek authorities are proceeding with a Framework Contract for the provision of catering services for the reception facilities for 2016-2018.</li> </ul>
	<p>Greece should continue to increase its reception capacity in line with the Western Balkans Leaders' meeting commitments.</p>	<ul style="list-style-type: none"> <li>✓ In addition to the 7,181 places that are currently available in temporary and longer-term facilities at the Eastern Aegean islands, Greece has 10,447 accommodation places on the mainland. Therefore, the total number of existing reception places in Greece at the moment is 17,628.</li> </ul> <p>As regards the 10,447 places in the mainland:</p> <ul style="list-style-type: none"> <li>• 1,840 places are available in first-line reception facilities;</li> <li>• 1,190 places are available in second-line reception facilities for applicants for international protection;</li> <li>• 5,707 places are available in pre-removal centres;</li> <li>• 110 places are available in a dedicated open facility for migrants in the AVR programme;</li> <li>• 1,600 places are available in temporary facilities at the border between Greece and the former Yugoslav Republic of Macedonia.</li> </ul> <p>In addition, the UNHCR has signed an implementing agreement with NGO PRAKSIS. 14,950 places have been identified under the voucher scheme.</p> <p>The following capacities are planned to become available in the near future:</p> <ul style="list-style-type: none"> <li>• According to representatives of the Greek National Defence, by 15 February there will be an additional reception capacity of 1,500 places at the</li> </ul>

		<p>Diavata site and another 1,500 places at the Schistos site. These capacities will eventually be increased to 4,000 places in each of these camps (total 8,000 places). A request for emergency funding for the procurement of 1,150 prefabricated houses for these facilities has been submitted by Greece. The evaluation is well advanced in order to be contracted during the second week of February 2016. Until these prefabricated houses are ordered and placed at the new sites, the Greek authorities intend to install heated tents in these facilities.</p> <p><input checked="" type="checkbox"/> The Greek authorities should further expand their reception capacity to reach the target of a total of 30,000 places for accommodation of irregular migrants and applicants for international protection, including relocation beneficiaries, to fulfil their commitments under the Western Balkans Leaders' statement. In addition, the UNHCR should continue to conclude implementing agreements to reach the target of 20,000 places under the rental scheme.</p> <p><input checked="" type="checkbox"/> A response to Commissioner Avaramopoulos' letter to clarify the current situation (locations, capacities and occupancies) is expected.</p>
	<p>Member States should respond immediately to the UCPM request for assistance.</p>	<p><input checked="" type="checkbox"/> Only 9 Member States have offered in kind assistance in the context of the Union Civil Protection Mechanism (UCPM).</p>