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DEVELOPMENT CO-OPERATION DIRECTORATE
DEVELOPMENT ASSISTANCE COMMITTEE

Peer Review

Mid-term Review of Greece

The second mid-term review of Greece was conducted in 2025 following the 2019 peer review and the first mid-term review in 2022.

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To: DAC Delegates, Participants and Observers

Greece's Mid-term Review, 2 December 2025

On 2 December 2025, I conducted the mid-term review of Greece together with Néstor Pelechà Aigües of the Development Co-operation Directorate. I wish to thank Ambassador Dimitrios Caramitsos-Tziras, Director-General of Hellenic Aid, and Mr. Loukianos Klint, Acting Director of Hellenic Aid's Directorate for Development Cooperation Policy, for their active engagement. My thanks also go to officials and colleagues from Hellenic Aid and the Ministry of Foreign Affairs, as well as representatives from the ministries of Migration and Asylum, and Education, for their openness, valuable insights, and time. I also wish to acknowledge the co-operation of the Greek delegation to the OECD in preparing the review.

We reviewed Greece's efforts to follow up on the recommendations made by the Development Assistance Committee (DAC) in the context of the [2019 OECD-DAC Peer Review](#) and the first [2022 Mid-term Review](#). At the request of the Greek authorities, this second mid-term review was undertaken following their request to postpone the next full peer review until 2028.

The review comes following a period marked by economic adjustment and regional crises in Greece's neighbourhood, during which Greece has demonstrated solidarity, notably towards refugees and asylum seekers. Greece has also invested in the institutional reorganisation of its development co-operation system, including a new legislative framework and preparations for the establishment of the future Hellenic Aid Agency. At the same time, overall ODA volumes remain among the lowest in the DAC, at 0.14% of GNI in 2024, with a very small bilateral envelope (USD 7.1 million in 2023) beyond in-donor refugee costs. Without a clear plan to scale up spending on development co-operation, Greece's reform efforts will have only very limited impact.

Greece has strengthened its legal and institutional framework, but implementation is only beginning

Since the last Mid-term Review, Greece has taken important steps to complete the legal reform launched with Law 4781/2021 on the organisation and operation of the Ministry of Foreign Affairs and its development co-operation functions. The package of three Presidential Decrees foreseen under the law is now in place, together with the Four-Year National Programme for International Development Co-operation (2024–27), providing a clearer framework for project eligibility, internal responsibilities, and the design of bilateral and regional agreements. Greece has also formally established the Inter-Ministerial Committee for Co-ordination of Development Co-operation Policy (DESDAP), intended to strategically steer ODA across government, including multilateral engagements managed by different line ministries, although it has not yet been convened. Taken together, these steps provide a clearer administrative and legal framework than existed at the time of the 2019 review.

Greece has created "Team Greece", which brings together the Ministry of Foreign Affairs, several line ministries, the Hellenic Development Bank, Export Credit Greece and private-sector representatives as an operational platform to co-ordinate investment-related contributions to the EU's Global Gateway. Team Greece is involved in major initiatives, such as the planned GREGY interconnector between Greece and Egypt. However, Greece has not yet articulated clear thematic or geographic niches where it can add the most value within Global Gateway. Going forward, it will be important to clarify Team Greece's contribution to broader development co-operation co-ordination, and ensure a consistent development lens, untied practices, and tangible benefits for partner countries. Team Greece's establishment also reflects the potential of a more structured whole-of-government collaboration in development co-operation.

Clearer priorities and sharper focus are essential given low ODA volumes and a small bilateral envelope

Greece provided USD 372.1 million of ODA in 2024, and ODA levels have remained broadly stable in recent years. In terms of ODA/GNI ratio, Greece ranked 30th among DAC members at 0.14% in 2024. ODA levels remain below those seen before the financial crisis. While Hellenic Aid's own budget has grown slightly in recent years, this growth has been from a very low base and remains modest in absolute terms. Overall Greek aid volumes remain below international benchmarks and hinder the development of a meaningful bilateral programme. To date, Greece has not articulated a clear path to increasing ODA.

The composition of Greece's ODA leaves little funding for bilateral programming in partner countries. In 2023, 82.8% of Greek ODA was provided as core contributions to multilateral organisations, with 74.5% going to the EU development budget. Greece participates in the Global Alliance Against Hunger and Poverty, making small yet targeted multilateral contributions. Bilateral aid represented 17.2% of total ODA, of which 87.6% consisted of in-donor refugee costs (IDRC), leaving a small amount available for partner countries. With the remaining bilateral envelope, humanitarian assistance and scholarships -the largest categories after IDRC- accounted for USD 3.7 million and USD 1.7 million, respectively. Greece has sought to increase humanitarian resources, placing greater emphasis on health- and disaster-related responses. Overall, Greece's bilateral allocations are small and fragmented.

Greece's very limited bilateral co-operation remains, to a large extent, opportunity-driven. Projects and initiatives tend to follow the presence of Greek implementing partners rather than a clearly articulated development strategy. This reflects the use of existing domestic expertise and relationships, for instance, through multi-country health training programmes implemented with the Fetal Medicine Foundation. However, in the absence of a more explicit framework that translates the 2024–27 Four-Year National Programme into a limited set of operational priorities, reliance on ad hoc opportunities makes it difficult to allocate its scarce bilateral resources where they have the most impact and to demonstrate results. Going forward, clarifying priorities could support a more selective approach, but meaningful planning will ultimately depend on increased resources.

In migration and asylum, Greece has made tangible progress, illustrating how administrative reforms can translate into more predictable, better-quality support, including in the area of education. IDRC amounted to USD 50.2 million in 2023. Administrative reforms have improved conditions in reception facilities, digitised procedures, and clarified operating rules. Financing modalities for CSOs have become more predictable under migration and asylum funding streams, mainly through other ministries and EU channels. These improvements offer lessons for other DAC members.

The design of the Hellenic Aid Agency and stronger systems will shape the next phase of reform efforts

A central topic of the review was the planned Hellenic Aid Agency, for which a draft law has been prepared and is currently undergoing internal validation. As currently envisaged, the Agency will act as the executive arm of DG Hellenic Aid, managing the development and humanitarian portfolio. Greece has aspirations for the Agency to obtain an EU Pillar Assessment and to implement EU-delegated co-operation. The Agency could strengthen Greece's operational capacity. During the review, however, I encouraged Greece to reflect further on the Agency's mandate, resourcing, and sequencing, including how it will balance prospective EU-funded operations with the gradual construction of a quality national bilateral programme. Looking ahead, Greece could draw on lessons from DAC members that have navigated similar transitions into delegated co-operation.

In parallel, Greece has made progress in modernising its internal systems. Under Law 4781/2021 and the Presidential Decrees, procurement and contracting procedures have been updated, a digital registry for CSOs and private-sector entities is being developed, and new control and risk-management mechanisms are being put in place to strengthen financial oversight of ODA spending. Yet, important gaps remain in results management and quality assurance, and Greece has not commissioned evaluations in recent years. Should the Agency take on a broader operational role, a results framework will be needed for coherence and accountability. Given the scale of contributions to multilateral organisations in Greece's ODA budget, this area offers a pragmatic entry point for future evaluations that could help document results more systematically and inform allocation decisions going forward, including for the small share of earmarked funding. The Agency's legal framework would benefit from embedding quality assurance procedures, risk management tools, and due diligence requirements, and clearly defining staffing and the oversight relationship between DG Hellenic Aid and the Agency.

Conclusion

I was pleased to see that Greece has made meaningful progress in implementing several of the 2019 Peer Review recommendations and following up on the 2022 Mid-term Review, particularly in the area of migration and asylum management, and in strengthening the legislative and institutional frameworks for development co-operation. At the same time, discussions during this second Mid-term Review underlined that persistently low ODA volumes, limited focus in its bilateral portfolio, and still nascent systems for results, evaluation, and accountability, risk leaving these reforms largely without effect on Greece's development co-operation. The next peer review in 2028 will provide an opportunity to assess how Greece has operationalised its new framework, including an effective Hellenic Aid Agency, to build a solid bilateral programme in line with its priorities and comparative advantage.

The OECD Development Co-operation Directorate stands ready to support Greece as it advances this agenda.

Yours sincerely,



Robin Ogilvy

CC: Ambassador Carsten Staur, DAC Chair
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Annex: Table on progress against the 2019 peer review's recommendations and since the 2022 Mid-term Review

Annex - Progress against the 2019 Peer Review's recommendations and since the 2022 Mid-term Review

| Keywords | Recommendation | Progress |
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| Legal framework | 1. Greece should update the law governing its development co-operation. | <i>Good progress.</i> Greece has upgraded its legal development co-operation framework with Law 4781/2021 on the organisation and operation of the Ministry of Foreign Affairs and its development co-operation functions, and three implementing Presidential Decrees: PD 4/2023 (Special Registry for CSOs and private sector entities), PD 51/2023 (restructuring DG Hellenic Aid into three directorates and establishing the Evaluation and Statistical Data Office), and PD 80/2025 (minimum structure/content of bilateral and regional agreements). These new legal instruments set out clearer roles, procedures, and requirements for planning and reporting. |
| Whole of government | 2. Greece should reactivate the Inter-Ministerial Committee for the Organization and Coordination of International Economic Relations and charge it with preparing a whole-of-government vision and medium-term strategy for development co-operation. | <i>Limited progress.</i> The Inter-Ministerial Committee for the Coordination of International Development Policy (DESDAP) has been legally established by Law 4781/2021 and operationalised by the Ministerial Council Act PYS 13/29.2022. DESDAP's mandate is to formulate the national strategy for international development co-operation, and to co-ordinate Greece's development co-operation efforts. However, DESDAP has not convened or begun fulfilling this role, and, since the 2022 Mid-term Review, no further progress has been made in operationalising DESDAP. Some cross-ministerial co-ordination takes place via "Team Greece", an operational platform focused on specific investment initiatives within EU's Global Gateway, which does not yet provide a strategic whole-of-government mechanism for setting development priorities. |
| Multilateral engagement | 3. Greece should develop a whole-of-government framework as well as criteria for engaging with a few multilateral and regional institutions, focusing on agreed priorities. | <i>No progress.</i> Greece channels the bulk of its ODA as core contributions primarily to the EU and then the UN, with the pattern of partners and volumes remaining broadly unchanged since the 2022 Mid-term review. Greece uses its limited discretionary funds to support UN agencies mostly in humanitarian and health-related areas. These contributions remain small and spread across several agencies rather than concentrated on a small number of priority partners. In 2024, Greece provided EUR 2.5 million to 11 UN agencies and funds through ad-hoc contributions. There is no explicit multilateral strategy or set of criteria guiding partner selection, nor is there any articulation of comparative advantage to inform allocations. |
| Dialogue with stakeholders | 4. DG Hellenic Aid should engage CSOs, the private sector and academics in regular dialogue about Greece's development policy, to build a common understanding of – and support for – development co-operation. | <i>No progress.</i> Greece has taken steps to strengthen oversight and eligibility of CSOs and private-sector entities through the Special Registry and its forthcoming digital platform, which will be electronically linked with the Ministry of Interior's broader CSO registry. These reforms improve administrative management but do not constitute regular mechanisms for policy dialogue. The private sector participates in Team Greece under the EU's Global Gateway framework, but this platform supports operational co-ordination rather than policy engagement. The National Advisory Committee, foreseen in Law 4781/2021 as a multi-stakeholder body bringing together government, CSOs, academia and private-sector representatives to inform the formulation of development co-operation policy, has not been convened and, for instance, played no role in preparing the 2024–27 National Programme. |
| Scholarship programme | 5. Greece should evaluate its scholarship programme to determine its development impact, and use the findings to ensure it can achieve a strong and demonstrable development focus. | <i>Limited progress.</i> Greece undertook an internal survey of scholarship schemes in 2019 and has recently developed a cross-government data platform to track beneficiaries. After a two-year pause, the MFA's scholarship programme was relaunched in July 2025 with 50 new scholarships mostly targeting developing countries, and Greece reports efforts to track alumni careers as a proxy for development contribution. These steps build on the positive developments noted in the 2022 Mid-term Review, which welcomed the creation of the scholarship data platform and encouraged Greece to use it to strengthen the programme's development focus. However, the programme's geographic spread only partially mirrors Greece's development co-operation priority countries, and to date no evaluation has been undertaken to assess development impact or alumni outcomes. |

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| Results management and evaluations | 6. Greece should: create a results-based management system documenting the results achieved by its ODA investments; and, develop an evaluation policy and establish an evaluation unit, supported by an annual evaluation plan and budget. | <i>No progress.</i> In 2023, Greece created an Evaluation and Statistical Data Office, which compiles ODA statistics and is mandated to conduct evaluations. In practice, the Office is staffed by one statistician, and evaluation functions remain unstaffed. Aside from two internal reviews conducted in 2019 and 2021 on scholarships and multilateral financing, respectively, no new evaluations have been conducted. There is no evaluation policy, plan, or budget. For its contributions to multilateral organisations, Greece relies on the reporting generated by multilateral organisations. Directorate Z1 prepares an annual budget and action plan for development and humanitarian assistance, described as providing a “results-based overview” of expenditures, but there are no documented results frameworks, indicators, baselines, or targets to accompany this information, and there is no tracking of outputs or outcomes. |
| Fit-for-purpose system | 7. To ensure a fit-for-purpose development co-operation system, DG Hellenic Aid should establish more efficient and effective: procurement and contracting procedures; quality assurance; control and due-diligence mechanisms; risk management; and, public and parliamentary accountability and performance-reporting systems. | <i>Some progress.</i> Under Law 4781/2021 and PDs 4/2023, 51/2023, and 80/2025, Greece has substantially revised the procedural framework for development co-operation, including updated rules on eligibility and contracting, a strengthened CSO/private-sector registry, and clearer requirements for the structure and content of bilateral and regional agreements with reporting and risk provisions. EU funding is supporting the creation of a digital registry to register eligible CSOs and private sector entities, and an information system to monitor the implementation and progress of development co-operation projects. The new framework also introduces formal risk-management and control provisions aimed at preventing fraud and corruption. However, there is no formal quality assurance system, no operational risk management framework, and no dedicated public or parliamentary performance-reporting mechanism beyond the publication of annual reports and the four-year programme online. |
| Institutional structure | 8. Greece should restructure DG Hellenic Aid to enable it to fulfil its mandate and meet its policy, programming and corporate objectives. | <i>Good progress.</i> Through PD 51/2023, DG Hellenic Aid has been restructured from six directorates to three: Z1 (Audit & Control), Z2 (Development & Humanitarian Actions), and Z3 (Development Co-operation Policy), with the Evaluation and Statistical Data Office reporting at the directorate-general level. This new structure reflects the 2019 recommendation to organise around policy, programming, and corporate functions and has clarified roles and responsibilities. |
| Staffing & expertise | 9. DG Hellenic Aid should consider the expertise it will need, including an appropriate mix of development and humanitarian experts, to implement a larger development and humanitarian programme in the future. | <i>No progress.</i> Four experts currently work on development co-operation within DG Hellenic Aid, and no significant expansion of specialist development or humanitarian capacity has occurred to date. Greece reports ambition to recruit additional experts in legal, development, and humanitarian fields, but these recruitments have not yet materialised, and core functions, such as evaluation, remain vacant, limiting DG Hellenic Aid's ability to document results and inform strategic decisions. |
| Humanitarian | 10. DG Hellenic Aid should determine its comparative advantage in a particular sector of humanitarian response, so that it can meaningfully add value to the global humanitarian community. | <i>Limited progress.</i> Greece's humanitarian portfolio remains relatively small and dispersed, with no defined clear comparative advantage that would allow efforts to merge into a defined niche. Since the 2022 Mid-term Review, volumes have increased slightly but remain low, with allocations spread across many channels. Greece provides humanitarian assistance, often in partnership with multilateral agencies and EU mechanisms, with recent allocations indicating interest in health-related and crisis-response interventions. Greece is reactive to crises and natural disasters, including in-kind assistance through the EU Civil Protection Mechanism and small ad hoc financial contributions to multiple UN agencies such as the WHO, UNICEF, UNHCR, and OCHA. |
| Migration and refugees | 11. Greece should adapt its administrative processes to ensure service continuity and swift disbursement to the institutions and | <i>Good progress.</i> Since 2019, Greece has significantly improved its asylum and reception system, building on and consolidating the positive advancements noted in the 2022 Mid-term Review. Processing times have been reduced, registration procedures digitised, and conditions in reception centres have been upgraded, including safe spaces for minors and improved access to services such as education. Administrative and financing processes have also been adapted to support continuity and more timely disbursement to implementing actors. For example, national funding has been used to bridge temporary gaps during EU funding transitions, ensuring |

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| | organisations involved in managing migration. | continuity of services. Payment procedures have become more predictable, including the introduction of an 80/20 model (80% upfront, 20% completion). Greece has also made greater use of multi-annual arrangements under the EU's Asylum, Migration and Integration Fund, supporting more stable service delivery. |
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