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European Sports Charter Support and Follow up

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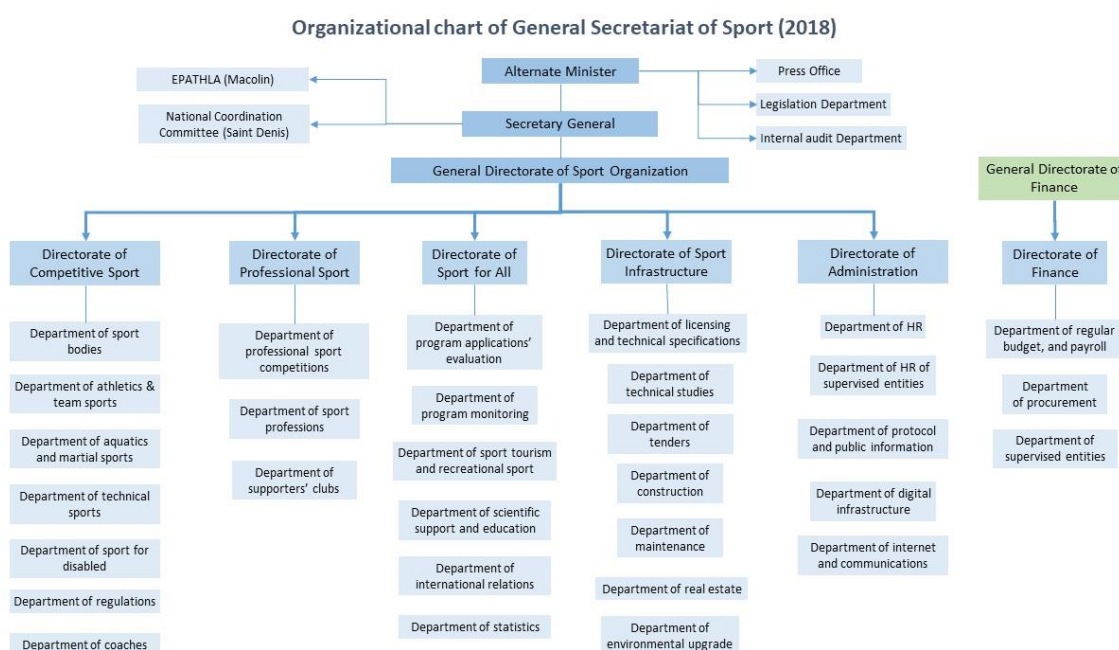
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A. Information provided by the authorities of Greece

1 Overview of state structures and sports organisations

Sport funding and policy in Greece are under the remit of the Ministry of Education, Religious Affairs and Sport. The system follows a pyramidic structure with the General Secretariat of Sport at the top, which is responsible for the protection and supervision of sports activities as mandated by Article 16, paragraph 9 of the Greek Constitution (*Sport shall be under the protection and the ultimate supervision of the State. The State shall make grants to and shall control all types of athletic associations, as specified by law. The use of grants in accordance with the purpose of the associations receiving them shall also be specified by law*).



The next level in the pyramid of the Greek sport model consists of the sport federations. They are legal entities of private law and there are 63 of them (January 2025). The next level are the sport clubs (almost 6,400) that are linked to the respective federations according to their sport. In the sport clubs there are about 435,337 active athletes (29.7% female), with the total number of persons with disabilities who participate in competitive sports amounting to 2,483 (24.1% female). Greece also has 18,143 registered coaches¹.

The main legislation governing sport is the Sport Law 2725/1999² with its amendments over the last 25 years.

¹ <https://minsports.gov.gr/2i-etisia-ekthesi-e-Kouros/>

² <https://www.kodiko.gr/nomothesia/document/193286/nomos-2725-1999>

The Governmental Annual Action Plan³, has a specific chapter for sport which outlines national priorities such as high-performance sport, integrity, and social inclusion.

2 Main objectives and priorities of the sport sector in Greece

The main national sport priorities of the sport sector are listed below:

<u>High priority</u>	<u>Somewhat a priority</u>
Sports practice target/audience	
• High-performance sport • Sport for all (including all member of society) • Physical education and school sport • Physical activity and health • Paralympic sports	• Professional sport
Sport career	
	• Conciliation of academic and sporting success (dual careers) • Support mechanisms after the end of sporting career
Ethics	
• Combat all forms of violent behaviours including, racism, xenophobia and intolerance in sporting contexts • Sports integrity • Ethics	
Inclusion	
• Inclusion of people with a disability • Social inclusion • Equality, diversity, inclusion, accessibility	• Universally inclusive design of sport competition (eligibility regulations, competition formats & sport presentation)

³ <https://gsco.gov.gr/esd/>

Non-discrimination

• Grassroots sports • Non-discrimination and social justice • Safeguarding children and vulnerable adults (impacted by Mega Sport Events)	• Harnessing opportunities in high-risk hosting environments
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Gender

• Gender equality in sport	• Gender mainstreaming
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Sustainability

	• Sustainability at sport events • Sustainable development, urbanisation, and human rights/child rights friendly cities • Sustainability in the sport industry
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Sports facilities

• Environment • Inclusive • Access	• Sustainability
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Events

• Responsible event hosting	• Broadcasting and event coverage • Protecting people and communities (at all phases of the mega sporting events lifecycle)
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Athlete well-being

• Athlete health, safety, and wellbeing • Adult athlete rights • Child athlete rights	• Athlete advocacy and activism
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Organisation

• Professional services and standards • Public sector regulations and investment	• Engagement and support • Social justice, reconciliation and decolonisation • Sponsorship and commercial investment • Grievances and remedy mechanisms and standards
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Others

- | | |
|--|--|
| <ul style="list-style-type: none"> • Sport body leadership, culture and governance • Pandemic recovery | <ul style="list-style-type: none"> • News access and journalism • E-sports |
|--|--|

3 *Financing model of sport*

In Greece, the annual state budget devoted to sport and physical activity is about 130,000,000€. The financing is reliant on the State budget representing 50% of the total financing of the sport sector and an additional 50% from the taxation of the betting revenues, . There is also a minor additional funding from the municipalities, mainly for their own sport facilities.

There are several specific organisations that are funded, aligned to the pyramid structure of the sport sector, more specifically the above funding is distributed as follows:

- 23 % for sport federations;
- 40% for sport clubs;
- 1.5% for prizes to top-level athletes;
- 1.5% to municipalities (sport for all program);
- 1% for National Olympic committee;
- 0.5% for National Paralympic committee.
- 26% for National Sport Facilities
- 6.5% for Operating costs of General Secretariat of Sport

B. Report of the implementation team on the European Sports Charter (ESC)

4 Introduction

An ESC support and follow-up visit took place in Greece on 25-26 June 2025, providing an opportunity for the EPAS team to exchange with relevant counterparts and further its understanding of the implementation of the ESC in Greece. The programme and list of participants are included in Appendices I and II.

With regard to the implementation of the ESC, the current situation led to the following findings, structured by Article of the ESC.

5 Article 1 - Aim of the Charter

The aim of this Charter is to guide governments in the design and implementation of legal and policy frameworks for sport which highlight its multiple individual and social benefits (in particular for health, inclusion and education) and abide by and promote the values of human rights, democracy and the rule of law, as enshrined in the Council of Europe's applicable standards. To achieve this aim, governments should take the steps necessary to:

1. enable every individual to participate in sport and notably ensure that:

- a. all young people receive physical education instruction at educational institutions and have access to opportunities to develop physical literacy, physical fitness and acquire fundamental movement skills;*
- b. everyone has the opportunity to take part in sport in a safe, secure and healthy environment;*
- c. the development of sport is inclusive, evaluated and monitored on a regular basis; and*
- d. everyone has the opportunity to improve their standard of performance in sport beyond its practice for recreational purpose and reach levels of personal achievement and/or levels of excellence in an ethical, fair and responsible way;*

2. protect and develop values-based sport, which is a precondition for maximising the individual and social benefits of sport, and notably ensure that:

- a. the human rights of those involved in or exposed to sport-related activities are protected;*
- b. sporting activities contribute to strengthening ethical conduct and behaviour among those involved in sport;*

c. the integrity of sports organisations, sports competitions and those involved in or exposed to sport-related activities is safeguarded;

d. sports activities are in line with the principles of sustainable development.

Findings

The Greek Constitution (Article 16, paragraph 9) states that *“Sport shall be under the protection and the ultimate supervision of the State. The State shall make grants to and shall control all types of athletic associations, as specified by law. The use of grants in accordance with the purpose of the associations receiving them shall also be specified by law”*.

In Greece, The Governmental Annual Action Plan has a specific chapter on sport⁴ (<https://gsco.gov.gr/esd/> under the Ministry of Education, Religious Affairs and Sport)

For a better monitoring of the national sports system, Greece has implemented the *e-Kouros*⁵ system, which directly responds to the ESC's stipulation that sport should be "regularly evaluated and monitored". This digital register allows the government to base its policies on real data (clubs, federated athletes by gender and age), to enable every individual to participate in sport.

Based on the European Sports Charter (ESC) questionnaire and the visit to Athens, it appears that the public authorities are seeking to protect and develop values-based sport, which will be detailed in specific articles in this report. However, there appears to be a need to better structure and formalise some of these measures.

During the meetings with public authorities, it was found that sport is integrated into public health policies.

Recommendations:

- 1.1 Create a multi-year plan for the development of sport, that is in line with the priorities/aims of the ESC, ensuring that there is a structured and defined long-term vision for sports policies, and that this is monitored.
- 1.2 Develop specific measures for lifelong sport: Although *e-Kouros* data show strong youth participation, there is a critical decline in adulthood. It is recommended that policies be designed to facilitate "sport for all" beyond school age.
- 1.3 Formalisation of interministerial co-operation: To fully achieve the goal of a robust "political and legal framework," Greece should formalise co-operation between the various ministries, moving from ad hoc collaborations to an integrated and lasting national strategy.

⁴ <https://gsco.gov.gr/esd/>

⁵ <https://minsports.gov.gr/2i-etisia-ekthesi-e-Kouros/>

1.4 Focus on geographic inclusion and vulnerable groups: Use aggregated data from e-Kouros to identify underrepresented regions and groups (with reference to population censuses), ensuring that the opportunity to participate is truly available to every individual.

6 Article 2 – Definition of “sport” and scope of the Charter

1. For the purpose of this Charter, “sport” means all forms of physical activity which, through casual or organised participation, are aimed at maintaining or improving physical fitness and mental well-being, forming social relationships or obtaining results in competition at all levels.

2. This Charter highlights the common features of a framework for European sport and its organisation, understood by the sports movement as the European sport model, and provides general guidance to the Council of Europe’s member States to refine existing legislation or other policies and to develop a comprehensive framework for sport. It has been specified and complemented by legally binding standards addressing critical issues in the field of sport, such as:

a. the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches (ETS No. 120);

b. the Anti-Doping Convention (ETS No. 135);

c. the Council of Europe Convention on the Manipulation of Sports Competitions (CETS No. 215); and

d. the Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events (CETS No. 218).

3. The implementation of some of the provisions of this Charter may be entrusted to governmental or non-governmental sports authorities or sports organisations.

Findings

Sport is recognised in the Greek Constitution (Article 16, Paragraph 9) as being under the protection and supervision of the State, which reinforces its status as a matter of public interest and national welfare.

The Greek legal framework for sport (Law 2725/1999 and updates) and other policies and legislation reflect the two pillars of the Charter: competitive sport (amateur and professional) and "sport for all" (recreational and municipal).

Greece demonstrates a strong commitment to the standards of the Council of Europe, having already signed and ratified all the existing conventions in the sports area:

- Anti-Doping Convention (ETS No. 135)
- Additional protocol to the Anti-Doping Convention (ETS No. 188)

- Council of Europe Convention on the Manipulation of Sports Competitions (CETS No. 215)
- Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events (CETS No. 218)

Recommendations:

- 2.1 Monitoring of non-formal sports participation: Although *e-Kouros* effectively monitors organised sport, it is recommended that data collection be expanded to include “casual” or self-organised sports participation (mentioned in Article 2.1) to gain an overview of the population's total physical activity through whichever means are at disposal.
- 2.2 Centralising ethical integrity: Consider taking advantage of the ratification of the Macolin and Saint-Denis conventions to establish a central integrity office, ensuring a unified approach to education and protection of sporting values (and proper co-ordination with other ministerial areas).

7 Article 3 – Public authorities

1. The role of the public authorities is primarily complementary to the action of the sports movement and corporate sector. Public authorities are responsible for setting framework conditions and, where appropriate, legal requirements which are necessary for the development of sport. In the development and administration of sports policies, public authorities should pursue the aims of this Charter and demonstrate that they place a high priority on respecting the rule of law and the principles of good governance.

2. Horizontal coordination should be ensured between the policies and actions of all the public authorities concerned with sport, for example authorities in charge of sport, education, health, social services, urban and regional planning, culture, justice, monitoring of human rights and child protection, law enforcement, betting regulation, environment and development. Vertical coordination should be ensured between national authorities and the regional and local authorities, which play a key role in the provision of sports activities at grassroots level.

Findings

During the visit, the team of experts witnessed a strong commitment by the public authorities responsible for sport to co-operate with other governmental and sectoral areas. For example, we observed direct co-ordination with Health (they are planning on the building on the existing programmes by including vouchers and specific physical activities to combat childhood obesity), Tourism (development of nature sports and major events), Urban Planning (creation of cycle paths and accessibility in ‘Green Athens’) and Foreign Affairs (sports diplomacy and monitoring of conventions). Despite this close co-operation, there is no formal platform responsible for the promotion and co-ordination of overall sport policy.

The *e-Kouros* monitoring system is the central management tool, enabling public authorities to make evidence-based decisions. This digital register maps the entire ecosystem (clubs, athletes, facilities), ensuring transparency and compliance with the legal requirements imposed by the State for licensing and funding.

Considering that around 70% of sports facilities belong to municipalities, the central authorities seek to ensure co-ordination through the Central Union of Municipalities of Greece for the management of these infrastructures, although the financing of maintenance is a constant challenge for local authorities.

The authorities' actions are supported by Law 2725/1999 (and its updates), which defines the State's role as supervisor and protector of sport, ensuring respect for the rule of law in the sector.

Recommendations:

- 3.1 Establish a permanent co-ordination structure: Following the example of international best practices, the creation of a Permanent Interministerial Committee is recommended. This body would formalise current ad hoc collaborations, ensuring the continuity of health, education and environmental policies through sport, regardless of changes in leadership.
- 3.2 Strengthen technical support to municipalities: As municipalities are the main owners of basic infrastructure, it is recommended that vertical co-ordination be strengthened through specific technical and financial support programmes for the sustainable maintenance and modernisation of local facilities.
- 3.3 Strengthen dialogue and information exchange between municipalities, regional bodies and authorities, and governmental entities.
- 3.4 Train local agents in the use of data: Promote training actions for regional and municipal policy makers on how to interpret *e-Kouros* data to plan 'sport for all' policies that combat physical inactivity in specific areas identified by the system.

8 Article 4 – The sports movement

1. *The sports movement, which comprises non-governmental, non-profit sports organisations, is the main partner of public authorities for the implementation of sports policies. Its organisations are bound by the requirements and limits imposed on them by legislation in accordance with international standards.*

2. *The development of the voluntary ethos and movement in sport should be further encouraged, particularly through support for the work of voluntary sports organisations. To this end, public authorities and the sports movement should maintain framework conditions that favour the active involvement of volunteers in sport.*

3. *Sports movement organisations fully enjoy the freedom of association enshrined in the Convention for the Protection of Human Rights and Fundamental Freedoms. They enjoy autonomous decision-making processes and should choose their leaders democratically in accordance with good governance principles. Both governments and sports organisations should recognise the need for mutual respect for their decisions.*

4. *Sports movement organisations earning revenue from the sports entertainment market should be committed to financial solidarity between high-level sport and grassroots sport, among different sports and across all regions of the world.*

Findings

The structure of the sport system is described as a "pyramidal structure", in which non-governmental organisations (NGOs) and non-profit organisations play a central role in the implementation of sport policy. Main organisations include the Hellenic Olympic and Paralympic Committees, 63 registered sports federations and 6,374 sports clubs.

Although sports federations are autonomous organisations, their legitimacy and access to public support depend on mandatory registration with *e-Kouros*, the digital sports registry. The *e-Kouros* system has, for the first time, provided a transparent view of the financial and administrative health of these entities.

There are 18,143 qualified coaches registered in the *e-Kouros* system, and although there is a strong membership base in local clubs, it seems that the recognition and retention of volunteers is still an area that needs greater formalisation and a national strategic framework.

Greece uses the "*Chilon* system" as a mechanism to 'reward' good governance. Federations are assessed based on objective criteria e.g. (transparency, sporting performance, ethics, gender equality), and their public funding is directly linked to this assessment, promoting autonomy with responsibility. Within the scope of these criteria, a mandatory quota of 33.3% for the representation of women on the governing boards of federations and clubs was introduced. However, in top-level bodies, such as the Hellenic Olympic Committee, female representation is still low (4 out of 36 members).

The sports movement also counts on the active participation of Olympic and Paralympic athletes in grassroots programmes (e.g. the "Dimitrios Vikelas" programme), which promotes a 'spirit of volunteerism' and the transmission of values to schools, although there is not yet a formalised national volunteer policy as in other European countries.

Public authorities responsible for sport, co-ordinate sport policies with all sports movement stakeholders through formal and informal meetings, and there is a public consultation platform⁶ where all the laws are uploaded before submission for vote in the Parliament.

⁶ <http://www.opengov.gr/home/>

Recommendations:

- 4.1 Establish a national framework to encourage, recognise and protect volunteering. This could include skills certification programmes for volunteers and specific benefits for young people involved in grassroots club management.
- 4.4. Reduce the administrative load for grassroots clubs: Use the *e-Kouros* platform to simplify bureaucratic and licensing processes for small local clubs, allowing them to focus on delivering sports activities rather than complex administrative tasks.
- 4.5. Encourage the sports movement in implementing strict child safeguarding protocols in all clubs, ensuring that the sporting environment is safe and aligned with international human rights standards.
- 4.6. Integrate professional sport into the ethical framework by extending the application of the *Chilon* system's integrity and ethics criteria to professional leagues (especially football), ensuring that the autonomy of these organisations does not result in a lack of transparency or solidarity with grassroots sport.

9 Article 5 – Corporate and professional sectors

1. The corporate and professional sectors play an important role in the development of sport. Dialogue and co-operation should be undertaken with representatives of companies and occupational categories involved in sport in sectors such as the organisation of activities, events or competitions; the manufacturing of sports goods; sports nutrition; construction of facilities; service provision; and the media.

2. When engaging with representatives of these sectors, governments should:

- a. acknowledge them as drivers of innovation that can serve the development of sport;*
- b. make sure that they abide by the relevant regulations, for example on economic and social rights, safety, qualifications, anti-discrimination, sports integrity, corporate governance and anti-corruption;*
- c. promote endorsement of the United Nations Guiding Principles on Business and Human Rights and Recommendation CM/Rec(2016)3 of the Committee of Ministers to member States on human rights and business;*
- d. encourage them to co-operate with the sports movement and encourage their participation in solidarity schemes when they benefit from activities conducted and financed by the sports movement.*

Findings

Sports tourism is seen as a driver of development, and a strong co-operative relationship has been established between the Ministry in charge of Sport and the Ministry in charge of Tourism to develop this sector. While public authorities play a central role in setting the strategic framework, the development of sports tourism also relies on effective public–private co-operation to ensure sustainability and diversification.

Programmes promoting values and school visits by athletes (such as the Olympic winner’s programme) have been identified as being funded and sponsored by private entities. These programmes play an active role in promoting integrity and reintegrating athletes into society after their careers.

During the visit, public authorities pointed out that the media should not be seen merely as channels of information, but rather as key partners in changing the culture of sport, particularly in terms of disseminating the principles of the new Law 5085/2024⁷ (on combating violence in sports venues and the digital modernisation of the sports sector), particularly with regard to the prevention of violence and the promotion of integrity, using media visibility to reinforce ethical values among the general public.

It was also mentioned by the public authorities that programmes exist (which are confidential to ensure their effectiveness and security) to support qualified journalists in conducting investigations on sports integrity.

In meeting with the media, the team noted that there was still a challenge in transitioning from a model of media coverage centred on clubs and fanaticism to a more ethical and objective form of journalism.

⁷ <https://www.kodiko.gr/nomothesia/document/943067/nomos-5085-2024>

Recommendations:

- 5.1. Greater dialogue with the private fitness and leisure sector is also needed, for example by encouraging the creation of a representative organisation for the private gym, health and leisure sector and involving it in decision-making groups.
- 5.2. Explore the possibility of increasing tax benefits for companies that sponsor grassroots clubs or non-professional sports activities, encouraging the corporate sector to invest more in amateur sport.
- 5.3. Creation of codes of conduct to ensure that private entities comply with the standards of ethics, transparency and integrity already established for the public sector.
- 5.4. Support training of journalists through university programmes, mid-career courses and professional seminars aimed at raising their capacities to cover ethical, economic and political dimensions of sport.

10 Article 6 – Human rights

1. All stakeholders shall respect and protect internationally recognised human rights and fundamental freedoms and they should observe the general framework established for their implementation in business and other activities.

2. The human rights due diligence approach in sport requires respect for the human rights of those involved in or exposed to sport-related activities and should therefore:

a. ensure that the human rights of athletes and everyone involved in sport are respected, protected and promoted;

b. fight arbitrariness and other abuses in sport so as to ensure full respect for the rule of law in sports activities, including access to remedies, justice and a fair trial in line with the applicable human rights standards;

c. work towards gender equality in and through sport, in particular by implementing the strategy of gender mainstreaming in sport;

d. apply a policy of zero tolerance for violence and all forms of discrimination, paying particular attention to individuals and groups in a situation of vulnerability, such as children, migrants and persons with disabilities;

e. work towards the inclusion of a clear commitment to human rights in the respective policy and/or regulatory frameworks;

f. uphold human rights in the context of the organisation of sports events and introduce human rights considerations and objectives into the whole life cycle of

major sporting events, starting with the bidding process and including planning for a lasting positive legacy;

g. further invest in the effective implementation of human rights standards in and through sport, in particular by developing governmental/non-governmental partnerships and using multistakeholder platforms to identify and promote measures to prevent and respond to human rights violations in sport.

Findings

Greece ensures the protection of human rights in sport through its Constitution, which states in Article 16, Paragraph 9 that the State has a duty to support and supervise sport as a fundamental right. This commitment is operationalised by the Sports Law (Law 2725/1999) and recently strengthened by Law 5085/2024, which introduced robust mechanisms for integrity, safety and transparency.

Also, as a member state of the European Union, Greece is obliged to comply with EU Directives relating to human rights, equality, and anti-discrimination.

Specific instruments and measures defining the duty to respect, protect and fulfil the human rights of persons involved in, or affected by, sport include access to effective remedies, justice and the right to a fair trial, in line with applicable human rights standards. These instruments may take the form of sport-specific and general legislation, national awareness-raising campaigns, implementation of Council of Europe initiatives (notably the *Start to Talk* campaign and work on child safeguarding in sport), measures to protect whistle-blowers, and the right to appeal to an independent court.

To promote gender equality, although it is still recognised that there is a significant gap, the government has implemented a mandatory quota of 33.3% for gender representation on the governing boards of sports federations and has extended this requirement to sports clubs.

An analysis of the *e-Kouros* 2025 report shows that the percentage of registered female athletes has risen from 26.4% to 29.7% (in a single year). However, representation in top-level bodies remains low, with only 4 women out of 36 members in the Hellenic Olympic Committee.

To promote gender equality, Greece is implementing the findings of the joint EU–Council of Europe *All In Plus* project and has adopted a range of complementary measures, including dedicated legislation, awareness-raising campaigns, specific funding allocation criteria (the *Chilon* system), and award schemes. Another noteworthy initiative is the project *Make Place for One More Woman* (financed through the IOC Gender Equality Award), which aims to increase women’s representation in leadership roles across sport, not only in administrative positions but also as coaches, judges, referees, journalists and sports physicians.

With regard to diversity and the fight against discrimination, a notable initiative is the programme of school visits by Olympic and Paralympic athletes, linked to the *Dimitrios Vikelas* programme. This initiative promotes ethics, diversity and concrete action against bullying and harassment in both school and sport settings.

Measures to achieve a zero-tolerance policy towards violence and all forms of discrimination include the implementation of the Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events (implemented through Law 5085/2024), alongside dedicated legislation, awareness-raising campaigns, and sport-specific actions within national strategies and action plans against racism and discrimination. These measures are supported by regular cooperation and dialogue with sports organisations, as well as by specific funding allocation criteria.

In addition, new mechanisms have been established to strengthen the protection of minors in sport. In particular, Greek legislation now requires sports organisations to designate a safeguarding officer, reinforcing prevention, reporting and response mechanisms in sporting contexts.

Recommendations:

- 6.1 Strengthen targeted measures by expanding funding criteria and developing dedicated training programmes for women in executive leadership and high-performance coaching, where gender disparities remain particularly pronounced.
- 6.2 Develop specific mechanisms that require the sports movement and the corporate and professional sport sectors to commit to respecting internationally recognised human rights and to conduct human rights due diligence.
- 6.3 Look into developing awareness campaigns for parents and clubs to help overcome objections to vulnerable groups playing sports together, promoting the social role of sport as a tool for reintegration.

11 Article 7 – Education in values through sports ethics

1. “Sports ethics” is a positive concept that guides human behaviour. It is defined as a way of thinking and not just a way of acting. It underpins sports integrity, equality, honesty, excellence, commitment, courage, team spirit, respect for rules and laws, respect for the environment, respect for self and others and a spirit of community, tolerance and solidarity. It also includes respect for human rights and sustainability.

2. Sports ethics shall be promoted in all activities in sport, via relevant policies and programmes. Appropriate steps shall be taken to raise awareness of sports ethics and to provide continued learning opportunities in this sphere.

3. Being educated about how to choose the ethical course of action inside and outside sport is an integral part of the competences that should be acquired through sport. Practising values-based sport can empower people and teach fairness, teamwork, equality, discipline, inclusion, respect and integrity.

Findings

The *Chilon* system establishes a framework whereby public funding for sports organisations is contingent not solely on competitive achievements, but also on criteria such as integrity, transparency and sound governance. This fosters the adoption of ethical conduct by federations, thereby establishing ethical behaviour as an institutional way of thinking.

A project dedicated to integrity and education based on Greek Olympic values has been established. The *Dimitrios Vikelas* programme is a primary vehicle for education in values through sport. In the context of this programme, Olympic and Paralympic athletes visit schools across the country to promote physical literacy and instil values such as respect, discipline and team spirit.

The Greek authorities have referred to the use of the Council of Europe's European Sports Charter as a guide to support a comprehensive understanding of ethical issues, however, during the visit it was noted that many agents were unfamiliar with the charter.

In response to the ESC questionnaire, the Greek authorities reported using sport as an educational instrument to promote values outside sport through physical education curriculum, campaigns (promoting values such as truth, co-operation, respect, solidarity, tolerance, mutual help), training and education, awards and dissemination of best practices, ambassadors, regular meetings, and involvement with federations/sports movement.

Recommendations:

7.1 Strengthen the development and implementation of the European Sports Charter and actively disseminate the values it enshrines.

7.2. Conduct an impact assessment of school programmes, with a particular focus on the development of mechanisms to measure the long-term effectiveness of the Dimitrios Vikelas programme on youth behaviour and the reduction of violence and discrimination in grassroots sport.

7.3. Develop continuous training programmes for sports officials, with a view to introducing compulsory, ongoing education in ethics and integrity for coaches, referees and managers, promoting sports ethics as a positive and dynamic concept as defined in the European Sports Charter.

12 Article 8 – Integrity

1. *“Sport integrity” encompasses the components of personal, competitive and organisational integrity. Threats to sports integrity include criminal offences such as corruption, fraud and coercion, but also violations of statutory and disciplinary regulations and unethical behaviour. The pursuit of sport integrity should thus commit all stakeholders and:*

a. protect all people, particularly the young, from violence, harassment and abuse, ensure the safety and security of individuals and foster respect for and protection of internationally recognised human rights, including social rights;

b. support fair play, which is much more than playing within the rules. Fair play incorporates the concepts of friendship, respect for others and a sense of fellowship. It includes issues concerned with cheating, the use of unfair strategies while respecting the rules, manipulation of sports competitions and doping;

c. inspire a governance of sport that is compliant with the principles of transparency, integrity, democracy, development and solidarity, which should be secured by checks and balances and control mechanisms.

2. Sport integrity policies should rely on multistakeholder initiatives; encourage and co-operate with whistle-blowers and free media; pay attention to compliance with human rights; invest in education, prevention and awareness raising; be monitored, including through the use of remedies; and use gender and youth mainstreaming.

Findings

To ensure organisational integrity, the Greek authorities use the *Chilon* system as the primary instrument for merit-based governance, making access to public funding for sports organisations conditional on administrative transparency and compliance with ethical standards. The system is supported by data drawn from the *e-Kouros* digital registry, which maps the national sports ecosystem in order to prevent fraud and ensure that only credible and compliant organisations are eligible for public funding.

Competitive integrity is protected by public authorities through:

- Promoting fair-play: awareness raising campaigns, dissemination of best practices, educational programmes.
- Preventing manipulation of sport competitions: co-operation between stakeholders, training and education, national and international information sharing platforms, mechanisms to combat illegal sports betting, regulation of sports betting market, legal framework, crimes, disciplinary and administrative sanctions, international co-operation measures.
- Doping combat and prevention: co-operation between stakeholders, training and education, awareness-raising, information sharing regarding athletes that have been convicted for using doping (national and international level), mechanisms to combat the distribution and sale of doping substances, a NADO that is accredited by WADA, international co-operation measures.

The recently introduced legislative framework (Law 5085/2024) has contributed to ensuring integrity and individual safeguarding by introducing strict technological measures to combat violence at sporting events (e.g. digital ticket systems and video surveillance). In addition, individual safeguarding mechanisms have been implemented, including the mandatory presence of safeguarding officers within sports organisations and the establishment of an

Interministerial Committee (involving five ministries) to protect athletes, particularly minors, from abuse and violence.

The implementation of the *e-Kouros* digital register is a crucial component in ensuring the integrity of the system, by guaranteeing that only duly registered clubs and athletes can participate, thus preventing administrative fraud and ensuring the transparency of demographic data.

Greece has demonstrated its full commitment to international standards of integrity by ratifying the Macolin Convention, the Saint-Denis Convention, and the Anti-Doping Convention.

Recommendations:

- 8.1 Consider recommendation 2.2 with the purpose of promoting ethics and integrity and to prevent ethical risks in Greek sport (in co-operation with other parties), with a view to to educate, monitor and support federations in managing ethical risks (ranging from harassment to corruption).
- 8.2. The *Chilon* criteria could be extended to professional sport so that, even when not dependent on public funding, clubs are covered by the ethical monitoring system and interministerial co-operation framework, thereby preventing arbitrariness in sectors with high media impact.
- 8.3. Implementation of formal whistle-blowing channels is essential for the safe and confidential reporting of integrity violations (ethics, abuse or corruption). Such channels must be established with a view to protecting those who report such violations and co-operating with independent media for investigations.
- 8.4. Provision of training in grassroots sport, encouraging the integration of specific modules on competitive integrity (risks of match-fixing and doping) into existing school programmes, with a focus on prevention and fostering ethical awareness from an early age.

13 Article 9 – Sustainability

1. The principle of sustainability in sport requires all activities to be economically, socially and environmentally sustainable, in particular:

a. when planning, implementing and evaluating their activities, organisers of sports activities and events should pay due consideration to sustainability, be it economic, social or environmental;

b. whereas the growing consumption of sporting goods can generate a positive impact on the global economy, the industry should take responsibility for developing and integrating practices that are satisfactory in social terms and are environmentally friendly;

c. indoor and outdoor activities should be carried out responsibly, in other words the precautionary principle (resource conservation and risk prevention) should be implemented. Owners of sports infrastructure have to act proactively to identify the effects and consequences of their facilities, avoid potential damage to nature and, where necessary, take counter- and protective measures against such risks;

d. the organisation of major sports events should ensure a sustainable legacy for the hosting communities with regard to their economic, social and environmental impact, in particular to balance the financial cost of the infrastructure with its post-event use and the effect on participation in sport.

2. All stakeholders should take responsibility to reduce their carbon footprint and pursue commitments and partnerships for climate action in recognition of the increasingly negative impact of climate change on society and on sport.

Findings

The Greek authorities rank “Environment”, “Access” to sports facilities and “Responsible event organisation” as high priorities in the national ESC questionnaire. Sustainability is integrated into the Government Strategy and Annual Action Plan, which includes specific chapters on sport.

Greece integrates sustainability into sport through a model that links investment in public infrastructure with the promotion of sustainable sports tourism. At the heart of this approach are major ongoing investments in the modernisation of sports infrastructure supported by European funds (such as the Recovery and Resilience Fund / Greece 2.0). This plan focuses on the renovation of the OAKA complex and municipal sports facilities (around 70% of infrastructure is municipal), prioritising two fundamental areas: the energy efficiency of facilities and universal access, ensuring that infrastructure is environmentally responsible and socially inclusive.

Sustainability in Greece is approached as a pillar of integrity and resilience. In the economic field, a reform of financing through the *Chilon* system and the redistribution of funds from betting was mentioned during the visit, to ensure that grassroots clubs survive on the basis of merit and the digital transparency of *e-Kouros*.

Economic sustainability is reinforced by a strategic collaboration between the Ministry of Sport and the Ministry of Tourism, which identifies sports tourism (such as hiking, cycling and climbing) as a driver of regional development. During the visits, the need for public-private co-operation models that simplify bureaucracy for event organisers was highlighted, allowing for more efficient and sustainable management of natural and urban areas.

The increase in post-COVID outdoor activities may put pressure on natural areas, creating the need for a balance between tourist enjoyment and nature protection. In Athens, the scarcity of green and open spaces appears to be a significant obstacle to sports participation.

In terms of social sustainability and legacy, Greece uses programmes such as "*Dimitrios Vikelas*" to ensure that the success of elite sport translates into educational and ethical benefits for local communities. This focus on grassroots sport is supported by direct financial incentives, including the redistribution of revenue from sports betting to amateur sport, ensuring that the sporting ecosystem remains resilient and capable of promoting public health and social cohesion in the long term.

In the social pillar, there is also a focus on promoting public health through incentives that are being developed, such as extending the programme for combating childhood obesity, that already includes nutritional and medical advice, to include vouchers for physical activity.

There are also initiatives to promote recycling and the use of bicycles instead of cars, although the urban infrastructure in cities such as Athens is still struggling with this transition. However, Greece is redesigning public spaces in its municipalities to create better infrastructure for sport and everyday life. Sustainable Urban Mobility Plans and Strategic Accessibility Plans are being developed in all municipalities. During the visit, it became clear that, despite formal alignment with ESC principles, environmental sustainability is not yet an operational priority for public authorities. This seems largely due to a focus on urgent financial pressures, with ecosystem protection — although crucial for long-term resilience — often deprioritised.

Recommendations:**9.1 Environmental sustainability:**

- Systematically monitor the implementation of energy efficiency policies in sports venues (Recovery and Resilience Fund / Greece 2.0).
- Integrate environmental sustainability criteria into support for major sporting event organisations.
- Establish regulations or guidelines to manage the pressure of overcrowding in sensitive sports tourism destinations, ensuring the conservation of natural resources.

9.2 Social sustainability:

- Ensure the effective implementation of measures aimed at guaranteeing that access to sports infrastructure is inclusive and safe for all.
- Continue to frequently update accessibility inspections in sports facilities (state and municipal), using feedback from athletes' associations to prioritise interventions.

9.3 Economic sustainability:

- Explore public-private financing models that enable the long-term maintenance of sports infrastructure, preventing the financial cost of post-construction and rehabilitation from falling solely on the state or municipalities.
- Address the funding gap for the maintenance of sports facilities that are not directly dependent on the state.

14 Article 10 – The right to sport

1. Access to sport for all is considered to be a fundamental right. All human beings have an inalienable right of access to sport in a safe environment, both inside and outside school settings, which is essential for their personal development and instrumental in the exercise of the rights to health, education, culture and participation in the life of the community.

2. No discrimination on the grounds of race, colour, language, religion, gender or sexual orientation, political or other opinion, national or social origin, association with a national minority, property, birth or other status, shall be permitted in the access to sports facilities or to sports activities.

3. To safeguard and promote this right, it is necessary to:

- a. ensure that access to the development of physical, intellectual and ethical competences through physical education and sport is guaranteed, both within the educational system and in other aspects of social life;*
- b. make sure that everyone has ample opportunities to benefit from physical education and practise sport, develop physical literacy and physical fitness, acquire fundamental movement skills and attain a level of achievement in sport which corresponds to their abilities;*
- c. make sure that specific opportunities are available for young people, including children of pre-school age, for older people and for people with disabilities to enjoy education and sports programmes suited to their requirements;*
- d. ensure that all members of a local community have opportunities to take part in sport and that, where necessary, additional measures are taken aimed at enabling disadvantaged individuals or groups and people with disabilities to make effective use of such opportunities;*
- e. guarantee that local sports clubs have a suitable legal status and framework conditions to offer affordable access to sport for all.*

Findings

Greece grounds its “Sport for All” policy in the State’s constitutional duty to protect sport as a fundamental right.

The implementation of the *e-Kouros* platform represents a milestone in the protection of this right. For the first time, Greece has real data on sports participation segmented by age, gender, location and disability. This allows municipalities and federations to plan evidence-based policies (‘No one left behind’). Through the *e-Kouros* II platform, the General Secretariat for Sport maps national sports participation, allowing demographic and regional gaps to be identified. This system currently records data from 6,374 clubs, providing a detailed overview of priority groups such as women, young people, older people and persons with disabilities, ensuring that participation policies are based on evidence rather than estimates.

The *e-Kouros* report highlights the success in increasing the number of Paralympic athletes and the effort to map accessible infrastructure, although the maintenance of older buildings still represents a physical barrier to the full exercise of the right to sport.

Funding for grassroots sport is supported by an innovative mechanism for redistributing sports betting revenues to amateur clubs. This support is conditional on the criteria of the *Chilon* system, which encourages federations and clubs to develop inclusive participation programmes.

At the local level, Greece has an extensive network of infrastructure, with 70% of facilities owned by municipalities. These are used for outreach programmes that integrate vulnerable groups, who benefit from free access to sports facilities. During the visit to the Serafion Sports Centre, the municipality highlighted that there are active partnerships with NGOs to ensure the inclusion of migrants and refugees, namely through municipal programmes that aim to guarantee free access for refugees and migrants to holiday camps and swimming pools.

To mitigate the shortage of open spaces in dense areas such as Athens, the State promotes the opening of school playgrounds and municipal facilities to the community after school hours, encouraging informal sports and active leisure for all citizens.

There is a pilot programme, in collaboration with the Ministry of Justice, which uses sport as a reform measure for young people in situations of mild delinquency, aiming at their social reintegration through physical activity.

In the educational field, the “*Dimitrios Vikelas*” programme brings in Olympic and Paralympic athletes to promote ethics and fight bullying in schools, while the “*Make Place for One More Woman*” project focuses on reducing gender inequality in leadership.

Recommendations:

- 10.1 Continue to use detailed data from *e-Kouros* to identify regions with low sports participation and direct infrastructure investments and other forms of support specifically to these regions and underrepresented groups.
- 10.2 Develop a technical support framework for grassroots clubs aimed at reducing administrative burdens and supporting affordable membership fees, in order to reinforce the local sports ecosystem.
- 10.3 Promote the implementation of local public-private partnerships with a view to promoting regular opportunities for accessible and inclusive sport for all.

15 Article 11 – Building the foundations for the practice of sport

1. All appropriate steps should be taken to develop physical literacy and physical fitness among young people, enabling them to acquire fundamental movement skills and to encourage them to practise sport, notably by:

a. ensuring that all students have access to sports, recreation and physical education programmes and facilities and that appropriate time slots are set aside for these activities;

b. ensuring the training of qualified teachers in this area in all schools;

c. ensuring that appropriate opportunities exist for continuing the practice of sport after compulsory education;

d. encouraging the development of appropriate links between schools or other educational institutions, school sports clubs and local sports clubs;

e. facilitating and developing the use of sports facilities by schools, local sports clubs and the local community;

f. encouraging an environment in which parents, teachers, coaches and leaders motivate young people to take regular physical exercise;

g. providing education in sports ethics for pupils from primary school onwards.

Findings

Physical education is a compulsory part of the school curriculum in Greece at all levels of education, and promoting physical activity among young people is a national priority integrated into the Government's Annual Action Plan, which includes a specific chapter on sport.

As schools are a central point for promoting sport, the Ministry in charge of promoting sport finances part of the costs of coaches and physical education teachers to support extracurricular activities, promoting the bridge between the education system and local clubs. To ensure that physical education teachers have appropriate skills and qualifications, Greece has mandatory certified education to access sport careers.

During the visit, it was highlighted that school sport in Greece is seen as a tool for social intervention and public health. In view of the high rates of childhood obesity, the government is working on the implementation of a voucher system for physical activity in collaboration with the Ministry of Health, specifically targeting children and young people at risk. In addition, an innovative pilot programme in partnership with the Ministry of Justice was mentioned, which uses sport as a measure of reform and reintegration for young people

with mild delinquency, demonstrating the role of sport in character development and social cohesion.

School sports infrastructure plays a crucial role, especially in dense urban areas such as Athens. To mitigate the shortage of open spaces, there is an active policy of opening school playgrounds and sport facilities to the community during non-school hours, allowing children and their families to use these spaces for informal sport and leisure.

The *e-Kouros II* digital platform allows authorities to monitor the participation of young athletes in federated clubs, ensuring that the grassroots sports system is transparent and safe for younger participants. Through the *e-Kouros* platform, the country is also able to map sports participation by age and gender in all regions. This makes it possible to identify gaps in physical literacy and youth participation, helping municipalities to formulate more effective local strategies.

Greece implements a successful programme where Olympic and Paralympic athletes visit schools. This programme focuses on motivating young people to participate in sport, promoting diversity and taking action against bullying, integrating education in sports ethics as established by the ESC.

- 11.1 Continue to prioritise physical education within the school curriculum, ensuring stable funding for qualified teachers and coaches, and expand access to sport for children from disadvantaged socio-economic backgrounds through the effective and broader use of sports vouchers, including for participation in local clubs after school hours.
- 11.2 Further develop the use of the *e-Kouros* and *e-Kouros II* digital platforms to extend data collection to informal (non-federated) sport, monitor participation and dropout rates after compulsory education, and support the design of targeted programmes facilitating the transition from school sport to federated or recreational sport in young adulthood.
- 11.3 Optimise the use of school sports facilities after school hours by establishing clear protocols between schools and local sports clubs across all municipalities, enabling young people to continue practising sport within their communities without administrative or financial barriers.
- 11.4 Leverage ongoing urban planning and investment programmes (Recovery and Resilience Fund / Greece 2.0) to develop safe school routes, including cycling paths and pedestrian zones, connecting schools with municipal sports facilities, in order to encourage physical autonomy and reduce sedentary lifestyles among young people.

16 Article 12 – Developing participation

1. The practice of sport, whether for the purpose of leisure and recreation, health promotion or improving performance, shall be promoted across the whole population through the

provision of appropriate facilities and programmes of all kinds and of access to qualified coaches, instructors and staff, whether volunteers or professionals.

2. Encouraging the provision of opportunities to participate in sport at workplaces shall be regarded as an integral part of a balanced sports policy.

Findings

Greece has taken a significant step forward in monitoring sports participation with the *e-Kouros* platform. Currently, 435,337 athletes are registered in 63 federations and 6,374 sports clubs. For the first time, the country has accurate data on participation by age, gender and region, enabling evidence-based development policies.

The sports system has 18,143 registered coaches, demonstrating a solid base of qualified professionals to guide sports practice.

Around 70% of sports facilities are municipally owned. The current strategy focuses on decentralisation and strengthening grassroots sport, moving resources from central government to activities that promote direct physical activity among citizens.

Like other European Union countries, Greek sports participation faces demographic challenges, such as an ageing population and urban densification, particularly in Athens. The motto adopted by the public authorities - *No one left behind* - is operationalised through programmes for vulnerable groups, including the elderly and refugees.

Sports tourism (hiking, climbing, cycling) is a strategic priority, combining recreational activities with sustainable economic development.

The Recovery and Resilience Fund/Greece 2.0 investment in 70 municipalities plans to create infrastructure (cycle paths and footpaths), encouraging informal and daily sports activities in urban environments.

During the EPAS visit, a gap was identified in the promotion of sport in the workplace, indicating that this aspect of sports policy is not yet a priority.

Recommendations:

- 12.1 Develop guidelines and support for companies to create inclusive programmes that accommodate employees of all fitness levels, promoting long-term physical and mental health benefits.
- 12.2 Develop a national framework of incentives (either tax or certification) to encourage companies to promote physical activity among employees, integrating workplace sports as part of occupational health and wellbeing policies.
- 12.3 Expand support for informal and recreational physical activities by promoting sport for all outside the strict context of clubs and federations.

17 Article 13 – Improving performance

1. The practice of sport at higher levels shall be supported and encouraged in appropriate and specific ways. The support shall cover such areas as talent identification and counselling, the provision of suitable facilities, developing care and support for athletes using sports medicine and sports science in line with sports ethical standards, encouraging scientific coaching and providing training for coaches and others with leadership functions and helping clubs to provide appropriate structures and competitive outlets.

Findings

In Greece, the responsibility for developing top-level sport lies with the national sports federations, under the supervision of the General Secretariat for Sport and with the support of the Hellenic Olympic and Hellenic Paralympic Committees. Funding is managed through the *Chilon* system, which uses meritocratic and transparency criteria to allocate resources.

The Olympic Athletic Centre of Athens (OAKA) remains the epicentre of top-level sport in Greece. It is a world-class facility that hosts elite federations and athletes, serving as the main hub for Olympic and Paralympic preparation. Through the Recovery and Resilience Fund/Greece 2.0, the OAKA is currently undergoing extensive modernisation to ensure facilities of excellence, integrating sports medicine services and sports science laboratories, with the aim of becoming an accessible space open 24 hours a day.

During the visit, public authorities mentioned that they were considering expanding funding criteria to include ethical standards and good governance as a condition for funding high-performance centres.

Recommendations:

- 13.1 Promote the decentralisation of top-level sports facilities, ensuring that support for athletes is not limited to Athens.
- 13.2 Use data from *e-Kouros* to create a formalised national model for identifying and monitoring talent, linking grassroots clubs to high-performance centres in a structured way, ensuring that support reaches athletes with potential in all regions.
- 13.3 Encourage public-private partnerships to finance high performance, reducing exclusive dependence on the State budget and allowing for more robust investments in technology applied to sport and in the international training of Greek coaches.
- 13.4 Make public subsidies conditional on integrity criteria, with a view to preventing abuse, match-fixing, doping, among others.

18 Article 14 – Supporting top-level and professional sport

1. Methods of providing appropriate direct or indirect support for athletes who demonstrate exceptional sporting qualities shall be devised in order to give them opportunities to fully develop their sporting and human abilities, while ensuring full respect for their individual personality and physical and moral integrity. Such support should include aspects relating to the identification of talent, to the dual careers of athletes, to balanced education while in training institutes, and to a smooth integration into society through the development of career prospects during and after involvement in high-level sport.

2. The organisation and management of professionally organised sport, including by the sports entertainment industry, shall be conducted through competent and well-governed bodies, supportive of appropriate social dialogue with athletes' representatives and of the regulatory role of the relevant international governing bodies as regards ensuring harmonised rules of the game, safeguarding the integrity of sport and co-ordinating competition calendars. People engaging professionally in sport should have appropriate social status, ethical safeguards against all forms of exploitation and the enjoyment of economic and social rights.

3. The organisation of top-level and professional sports competitions should be in compliance with the principle of openness in sporting competitions, giving priority to sporting merit. Competition organisers should work to reconcile the needs and interests of individual/local team competitions and those of national teams.

Findings

The OAKA Complex (Athens) provides the main base for high-performance sport, housing federations and training centres. The government is using the Recovery and Resilience Fund to modernise these facilities, ensuring that elite athletes have access to world-class infrastructure.

The *e-Kouros* platform has enabled the registration of 435,337 athletes and 18,143 coaches. This digital database is essential for federations to plan high-performance pathways based on real demographic and geographic data.

There is a focus on the return of Olympic athletes to society after their competitive careers. Through partnerships with sponsors and the Olympic Committee, athletes participate in school visit programmes to promote ethical values and motivate young people. However, structured support for career transition (education and employment) for elite athletes lacks greater institutional formalisation.

Although there are athletes' commissions, the visit demonstrated the need to strengthen social dialogue and equitable representation. Gender disparity in decision-making bodies indicates a challenge in the full representation of female athletes at the top of the sporting pyramid.

Professional sport in Greece is managed differently, but there is an effort to integrate these entities into the same standards of transparency and ethics required of amateur federations through the legislative monitoring system. Professional sport focuses predominantly on football, basketball and volleyball leagues, which operate under a strict regulatory framework supervised by the General Secretariat for Sport and the Standing Committee for Professional Sport (EEA). The Greek professional sector also supports grassroots sport through a fiscal solidarity mechanism. One of the main findings of the visit was the annual redistribution of revenue from sports betting, which is channelled directly to amateur clubs and national federations, ensuring that the profitability of professional sport benefits the entire ecosystem.

Recommendations:

- 14.1 Formalise a dual career system - establishing official protocols between the Ministry of Sport, the Ministry of Education and Higher Education institutions to ensure curricular flexibility and tutorial support for high-performance athletes during their academic life.
- 14.2 Expand initiatives to return to society by creating a career counselling and mentoring service for all elite athletes, focusing on transferring skills from sport to the employment market and creating scholarships for athletes after their sporting careers.

14.3 Consider whether the funding criteria for the *Chilon* system prioritise the development of accessible infrastructure and talent detection programmes, ensuring that the path from grassroots to top-level is continuous with sufficient funding.

14.4 Encourage the creation of representative athletes' associations.

19 Article 15 – Facilities and activities

1. Since participation in sport is dependent in part on the extent, the variety and the accessibility of facilities, their overall planning should be a matter for the public authorities. The range of facilities to be provided should take account of the public and private facilities which are already available. Those responsible should take account of national, regional and local requirements, and take measures designed to ensure good management and the safe and full use of facilities.

2. Appropriate steps should be taken by the owners of sports facilities to enable persons from disadvantaged groups, including persons with physical or mental disabilities, to have access to such facilities.

3. A clear framework should be provided, and appropriate steps should be taken, to empower event organisers and owners of sporting facilities to fulfil their safety and security obligations effectively.

Findings

Approximately 70% of sports facilities in Greece are municipally owned. The country has 330 municipalities, each with its own sports policies. A national strategy is in place to involve all municipalities in project co-ordination, with a view to decentralising sports management.

Greece has implemented *e-Kouros*, the first complete digital registry of the sports ecosystem. This tool provides local authorities and managers with unique data on the location and condition of facilities, enabling planning based on actual geographical and demographic needs.

Through the Recovery and Resilience Fund/Greece 2.0, investments are being carried out in 70 municipalities to redesign public spaces. The focus is on creating a “Sport for all” infrastructure. The accessibility of sports facilities is ranked as a high priority in the ESC questionnaire. Rehabilitation plans and sports facility guidelines are being developed for new construction and renovations financed by the State. The EPAS visit indicated that, although new infrastructure exists, the maintenance of older facilities (state and university) remains a critical challenge, with a need to divert resources from central administration directly to grassroots.

Recommendations:

- 15.1 Ensure that sustainability and environmental criteria are emphasised in the planning, restructuring and new construction of sports facilities, binding for any state funding.
- 15.2 Formalise safety and service procedure manuals based on the Saint-Denis Convention, providing specific training to municipal facility managers and medium-scale event organisers on integrated risk management.
- 15.3 Ensure that urban planning promotes informal sports activities (e.g. by providing for the creation of footpaths, cycle paths, running tracks, outdoor fitness areas, etc.).

20 Article 16 – Human resources

1. The development, by appropriate bodies, of training courses leading to diplomas and qualifications covering all aspects of sport, including its compliance with human rights, ethics, integrity and sustainability, shall be encouraged. Such courses should be appropriate to the needs of participants of all backgrounds involved in different kinds and levels of sport and designed for those working both voluntarily and professionally (instructors, coaches, managers, officials, doctors, safety officers, architects, engineers, child safeguarding officers, etc.).

2. Those involved in the leadership or supervision of sports activities should have appropriate qualifications, with particular emphasis on the protection of ethical values, integrity and human rights, including the protection of the human dignity, safety and health of the people in their charge.

3. Special attention should be paid to volunteering. Voluntary personnel, if given appropriate training and supervision, can make an invaluable contribution to the development of sport as a whole and encourage the participation of everyone in the practice and organisation of sports activities. The recruitment, training and retention of volunteers should be encouraged through the recognition of voluntary work, support for the holistic training of volunteer coaches and other measures.

Findings

The *e-Kouros* digital system has 18,143 registered and qualified coaches. This data is essential for federations and municipalities to plan training and technical development on a regional basis.

The Ministry in charge of sport finances part of the costs of coaches and trainers in various projects, especially to support grassroots sport. There is a strategic transition to move resources from central administration directly to grassroots activities, where human resources are most needed.

The integration of ethical criteria into the '*Chilon*' state aid system is currently underway, which would have a direct impact on the training and conduct of managers, coaches and officials in funded clubs and federations.

Gender equality in human resources has been identified as a critical challenge especially for female representation in decision-making positions. Initiatives such as the '*Make place for one more woman*' project aim to mitigate this inequality, but sports leadership remains strongly male-dominated.

Olympic and Paralympic athletes play an active role as 'educational human resources', visiting schools to promote diversity, combat bullying and teach Olympic values. This programme is seen as a way for athletes to give back to society.

Although sport in Greece has a vast network of clubs (6,374), the formalisation and recognition of volunteer status are still areas under development. The EPAS visit suggests a need to simplify regulatory frameworks to facilitate the organisation of local sports activities by volunteers and professionals.

Recommendations:

- 16.1 Introduce mandatory criteria or financial incentives (via the *Chilon* system) for federations and clubs to increase the percentage of women in leadership, supervisory and high-performance technical team positions.
- 16.2 Develop a national recognition and certification framework for volunteers to encourage the recruitment, retention and ongoing training of citizens who support grassroots sport.
- 16.3 Use *e-Kouros* to identify specific technical training needs by region and sport, ensuring that the provision of qualification courses for coaches and officials addresses the geographical gaps detected in the digital system.

21 Article 17 – Information and research

1. Suitable structures and means for the collection and dissemination of pertinent information on sport at local, national and international levels should be maintained to the most up-to-date standards and developed further in line with relevant technological advances. This should notably include taking due account of digitisation and other important technological developments and of their use and application in the sporting context.

2. Scientific research into all aspects of sport, including its positive and negative effects on health, issues of ethics and governance, new trends and other central underlying principles, shall be further promoted and supported. Arrangements shall be made for disseminating and exchanging such information and the results of such research at the most appropriate level – locally, regionally, nationally or internationally – including as a basis for the further development of informed sports policies.

Findings

The implementation of *e-Kouros* represents a significant milestone in data collection, using technological advances to centralise information on federations, clubs, coaches and athletes. For the first time, public authorities have access to unique, factual data, rather than estimates, to formulate local sports policies. The system allows information to be segmented by region, sport, age and gender, facilitating strategic planning by federations.

The link between public authorities and academia needs to be further strengthened and formalised. Notwithstanding this, the active participation of Greek researchers in international projects, especially through the Erasmus+ programme, is noteworthy. In the ESC questionnaire, public authorities report that Greece participates in studies on sports integrity, the protection of minors and the impact of sports tourism on regional development.

This research effort is complemented by a policy of total transparency, where data collected by *e-Kouros* is used to report back to society, ensuring that research and data serve not only the government but also federations and the general public in promoting an active lifestyle.

Recommendations:

- 17.1 Establish formal partnerships between the Ministry of Sport and universities to promote scientific research on participation trends and the social (including gender), economic, and environmental impact of sport, transforming raw data into knowledge for public policy.
- 17.2 Consider developing modules in *e-Kouros* to collect data on informal and recreational (non-federated) sports practice, in order to obtain a holistic view of the population's physical activity.
- 17.3 Prioritise support for scientific studies that analyse the effects of integrity policies on the governance of clubs and federations, using the results to adjust state funding criteria.

- 17.4 Encourage active, systematic and easily accessible communication of research findings to facilitate evidence-based public sports debate and decision-making.
- 17.5 Promote the *e-Kouros* platform as a model of good practice in international forums, facilitating the exchange of data and technological methodologies with other Member States to harmonise the collection of sports information at European level.

22 Article 18 – Finance

1. Appropriate support and resources from public funds at national, regional and local levels, including, where appropriate, lottery contributions, adequate public budget provisions, tax exemptions, the lending of premises, etc. shall be made available for the fulfilment of the aims of this Charter.

2. Mixed public and private financial support for sport should be encouraged, including the capacity of the sports sector itself to generate and allocate appropriate resources for its further development, both in terms of its social and its high-level aspects.

3. Public measures of support for the organisation of sporting events should be granted in the light of the relevant environmental standards and sustainable economic and social benefits that such events can achieve, to realise the positive potential of sporting events and increase public acceptance.

Findings

The annual budget of the state and its entities that is devoted to sport and physical activity in Greece is about 120,000,000€⁸ (40% from state funding, 40% from betting, 10% from municipalities, and 10% from Taxes and exemptions).

Sports federations (50%) followed by sport clubs (25%) are the main entities funded by the state.⁹

Greece is using the *Chilon* system as the central and transparent mechanism for distributing state aid to sports federations. This system is based on objective and meritocratic criteria, including administrative transparency, digital visibility, sporting performance, and gender representation.

The country is allocating significant resources from the Recovery and Resilience Fund (RRF/Greece 2.0) to sport. These funds are being used to renovate infrastructure in the municipalities and modernise the OAKA complex.

Around 70% of sports facilities are municipal, and there is a strategy to transfer financial resources from central administration and structures directly to grassroots activities, with a view to increasing citizens' direct physical participation.

⁸ https://minsports.gov.gr/proponites_sxoles_categories/%cf%87%ce%b9%ce%bb%cf%89%ce%bd/

⁹ See part A. chapter 3 Financing model of sport for more details

Some public-private partnerships have been identified, especially in support of Olympic and Paralympic athletes, whose programmes to give back to society are funded by sponsors and membership fees. However, there is a recognised need to simplify regulatory frameworks to attract more private investment.

The *e-Kouros* system acts as a strategic financial support, as it allows the State and municipalities to allocate budgets more efficiently, avoiding waste in areas with excess supply and focusing investment where data reveals a lack of sports practice.

Recommendations:

- 18.1 Diversification of revenue sources, developing strategies for sports federations and organisations (such as OAKA and university facilities) to become less dependent on the State budget, encouraging models of own revenue and partnerships with the private sector.
- 18.2 Regulatory simplification for private investment, reviewing bureaucratic regulatory frameworks that may hinder the creation of public-private financing models, facilitating investment by companies in the maintenance and management of local facilities.
- 18.4 Continue to develop the *Chilon* system to financially reward organisations that demonstrate higher levels of democratic governance, minority inclusion, gender mainstreaming, effectiveness in implementing child protection policies and sustainability.

23 Article 19 – Domestic and international co-operation

1. Appropriate structures for the proper coordination of the development and promotion of sport between the various stakeholders should be put in place where they do not already exist at national, regional and local levels to achieve the aims of this Charter, thus ensuring that sport is a structural element of the well-being of our society.

2. International co-operation at both global and continental levels is also necessary for the fulfilment of the aims of this Charter. This can be achieved through the exchange of good practice, education programmes, capacity development, advocacy, pledges, as well as indicators and other monitoring and implementation tools.

Findings

Greece appears to demonstrate domestic co-ordination, but there seems to be a need to formalise mechanisms that ensure that this co-operation/co-ordination is not dependent on political will. The first session of the EPAS team's visit included the active participation of representatives from various ministries, demonstrating the existence of horizontal projects, such as the fight against obesity especially affecting children and teenagers, the development of sports tourism and urban planning.

Although each municipality has its own sports policy, the central administration co-ordinates the main policies, providing general guidelines so that each municipality can adjust measures for the development and promotion of sport to suit its own circumstances.

The pyramid structure of the Greek sports system is based on the ratification and active monitoring of Council of Europe conventions, with the Ministry of Foreign Affairs collaborating directly in the monitoring of these conventions, reinforcing compliance with international ethical standards.

Greece actively participates in global initiatives such as the “*Make Place for One More Woman*” project, funded by the International Olympic Committee (IOC) Gender Equality Award. In addition, the country uses the prestige of its Olympic athletes to promote international values of human rights and integrity in schools.

The ESC questionnaire indicates that the country is receptive to the exchange of knowledge on governance and human rights, having already implemented mechanisms to involve sports stakeholders in the application of the principles of the ESC through explicit references in new legislative frameworks.

Recommendations:

- 19.1 Transform the co-ordination meetings observed (e.g. between Sport, Health, Tourism and Urban Planning) into a permanent advisory council to ensure that sport continues to be treated as a cross-cutting public policy and a driver of social well-being.
- 19.2 Promote *e-Kouros* as a reference tool in international forums (EU and Council of Europe), leading the exchange of good practices on the digitisation of sports governance and the monitoring of participation indicators.
- 19.3 Strengthen co-ordination mechanisms with municipalities in rural and island areas by creating regional platforms for sharing technical resources.
- 19.4 Encourage partnerships between Greek universities and international research centres.

24 Article 20 – Support and follow-up to the implementation of the Charter

1. *The Council of Europe and other international organisations should be encouraged to use sport as a vehicle to promote values and to mainstream sport in strategies and action plans.*
2. *To facilitate the promotion and the implementation of this Charter, relevant stakeholders should be invited to pledge for the implementation of the Charter in their policies, strategies and programmes.*

3. At European level, it is important to review progress and support the implementation of the Charter, in particular to guarantee the positive impact of sport on health, inclusion and education, to maximise its potential to promote a dynamic civil society as well as a culture of human rights, the rule of law, democratic governance and sustainability, and to fight threats to sports integrity. The Council of Europe's Enlarged Partial Agreement on Sport should be used to assess and promote progress in the implementation of the Charter, including by:

- a. facilitating the exchange of information and good practices;*
- b. holding thematic exchanges on issues pertaining to the Charter;*
- c. collecting and publishing information to monitor the implementation of the Charter;*
- d. supporting the promotion and implementation of the Charter through regular multilateral and country-specific activities.*

Findings

Prior to the EPAS team's visit, the ESC was translated into Greek and disseminated by sports organisations and other stakeholders.

The public authorities responsible for sport in Greece have formally invited partners in the sector to consider the principles of the Charter in developing their own sports policies, making explicit reference to the document. However, during the visit, the team noted that many stakeholders appeared to be seeing the ESC for the first time.

The EPAS team visit, and the detailed completion of the ESC questionnaire demonstrate Greece's active commitment to the Council of Europe's Enlarged Partial Agreement on Sport (EPAS), using it to review progress and identify areas for improvement.

Recommendations:

- 20.1 Continue Greece's active participation in EPAS to exchange best practices, monitor progress, and support the promotion of the European Sports Charter principles through dedicated multilateral and country-specific activities.
- 20.2 Consider developing indicators within the *e-Kouros* platform that directly correspond to the objectives of the Charter (e.g. ethics indicators, accessibility ratio, gender diversity), facilitating systematic monitoring of its implementation.
- 20.3. Invite sports organisations (including sports clubs and federations) to sign a public pledge to adhere to the principles of the Charter, using the network of Olympic and Paralympic athletes to promote this campaign in local communities.

C. Summary of findings and recommendations

Based on the ESC questionnaire, the documents submitted by the Greek public authorities and the information gathered during the visit, the ESC Support and follow-up team considers that the Greek government has demonstrated a high level of commitment to the principles set out in the European Sports Charter, particularly through robust digital transformation and a modern legislative framework.

The implementation of the *e-Kouros* platforms and the *Chilon* system are particularly noteworthy, enabling real-time mapping of the sports ecosystem and ensuring that public funding is allocated on a meritocratic basis. The motto "*No one left behind*" is evident in the outreach of municipal infrastructures (which accounts for 70% of the national park) to vulnerable groups.

In terms of promoting values, the *Dimitrios Vikelas* programme stands out as a European best practice, empowering top-level athletes to promote ethics and combat bullying in schools. Greece also reaffirms its international leadership by ratifying the Macolin, Saint-Denis and Anti-Doping Conventions, consolidating a safe and fair environment for participants and spectators.

Although Greece has solid policies in place, the ESC visit identified areas that require continued attention:

Governance and Gender Equality: Despite progress, there remains a significant gender gap in sports decision-making bodies. It is recommended that existing initiatives such as the '*Make Place for One More Woman*' project be strengthened and that quotas or financial incentives via the *Chilon* system be introduced to promote female leadership in federations. In addition, a secure and confidential national whistleblowing system for ethical violations should be formalised.

Horizontal co-ordination: Although co-ordination between the various governmental and sectoral areas is evident, the lack of a formal platform makes this co-operation more dependent on political will and fluctuations, thus suggesting the creation and formalisation of an interministerial platform for the co-ordination of sports policies.

Support for top-level sport: Although there are informal mechanisms to support athletes, it is suggested that formal systems be created to support dual careers and the integration of athletes into society after the end of their sporting careers. At the same time, it is necessary to ensure that athletes are represented in decision-making bodies within the sports movement.

Environmental sustainability and urban space: High urban density, particularly in Athens, and the scarcity of green spaces continue to be obstacles to informal sports practice. It is a priority to continue implementing sustainable urban mobility plans and the policy of opening school grounds and sports facilities to the entire community. Under the “Greece 2.0 Plan”, the energy modernisation of facilities should be accompanied by strict sustainability indicators.

Monitoring and promotion of the Charter: To maximise the impact of the current reforms, Greece could integrate specific indicators from the European Sports Charter directly into the *e-Kouros* platform (e.g. accessibility ratios, gender diversity and ethics indicators).

International alignment: Greece should continue to exercise its sports diplomacy by sharing the *e-Kouros* transparency model with other Council of Europe member states, reinforcing its position as a centre of excellence in digital sports governance and Olympic ethics.

D. Appendices



Sports Law - Articles
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Appendix I - Implementation Team

Composition of the team:

Satu Heikkinen, Senior Ministerial Adviser, Ministry of Education and Culture, Finland,
Member of the EPAS Governing Board – Chair of the visit

Michael Landau, Documentalist, National Directorate of Education, Youth and Sport,
Monaco, Member of the EPAS Governing Board

Jens Sejer Andersen, Founder, Senior Advisor, Play the Game (Denmark), Member of the
EPAS Consultative Committee

Diana Santos, Adjunct Director, University of Leiria (Portugal) – Rapporteur of the visit

For the Council of Europe/EPAS:

Sophie Kwasny, EPAS Executive Secretary, Council of Europe

Cassandra Mactavish, EPAS Senior Project Officer, Council of Europe

Appendix II - Programme**Wednesday 25 June 2025**

9:30 - 11:00	Ministry of Sport	Meeting with: • Alternate Minister of Education, Religious Affairs and Sport, Mr Ioannis, Vrotsis • Deputy Minister of Health, Mr Marios, Themistokleous • Secretary General of Sport Mr George Mavrotas • Secretary General for Tourism Policy and Development, Ms Vasiliki, Koutsoukou • Ministry of Urban Planning, Ms Avgi, Vassi, Head of Office, Secretary General of Spatial Planning and Urban Environment, • Ministry of Foreign Affairs, Ms Nicky Psychari, Communication Advisor, E3 Directorate Official photo
11:30 - 12:45	OAKA Press Room	Presentation of Sport Structure and Sport Integrity issues by the Secretary General of Sport, Mr George Mavrotas • Sport Prosecutor, Mr Kostas Spiropoulos • High level representative of the Ministry of Civil Protection, Mr Nikos Petropoulos, Police Colonel – Vice Chair of the Follow up Committee of Saint-Denis Convention (CoE) • Coordinator - General Director of OAKA, Mr Konstantinos Halioris
13:30 - 16:00	OAKA Press Room	Meetings with: • Deputy Regional Governor of Attica, responsible for Sports and Olympic Ideal, Ms Vassiliki Milloussi • Paralympic Committee, President, Ms Ioanna Kariofilli • Athletes Associations: Olympic medallists, football players, basketball players: 1 National Football Players' Association, Secretary General, Mr Thanos Sarris 2 National Basketball Players' Association, Secretary General, Ms Katerina Sotiriou 3 Hellenic Olympic Winners Association, President, Ms Voula Zigouri 4 Hellenic Olympic Winners Association, Vice President, Evi Moraitidou 5 Hellenic Olympic Winners Association, Special Secretary, Georgia Ellinaki

		- Ministry of Education, Director of Dpt of Physical Education, Mr Dimitrios Kereres “Dimitrios Vikelas” Program (promoting sport values), General Director, Ms Ileana Klokoni
16:00 - 18:30	OAKA Sport facilities: - Olympic Aquatic Center - Hellenic Sports Research Institute	Visit of the OAKA facilities: - Hellenic Sports Research Institute, President, Mr George Sourvinos, - Hellenic Swimming Federation, President, Mr Kyriakos Giannopoulos - Hellenic Swimming Federation, board member, Mr. Stefanos Avgouleas, responsible for Sports Integrity and Sports Values. During the OAKA visit the following events are scheduled: - European Junior Diving Championship – European Junior Artistic Swimming Championship

Thursday 26 June 2025

9:30 - 10:15	PED of NKUA - Dafne Campus	Visit to facilities and meeting with: - PED Dean, Mr Gerasimos Terzis - PED Vice Dean, Mr Anargyros Toubekis - NKUA Board member, Ms Athanasia Smirniotou
10:45 - 11:30	Serafion Sports Center	Visit of the facilities and meeting with: Head of Sport of the Municipality of Athens, Ms Eleni Zontirou
12:00 - 12:45	Galatsi - Veikou Park	Visit of the facilities and meeting with: Mayor of Municipality of Galatsi, Mr George Markopoulos
13:15 - 14:00	HOC headquarters	Meeting with: - HOC, member of the Board, Mr Konstantinos Liarommatis - HOC member of the Board and Chair of the Ethics Committee Mr Ioannis Kappos - HOC member of the Board and Chair of the Hellenic Olympic Academy Mr Dimosthenis Tambako - HOA (Hellenic Olympians Association) President, Ms Voula Kozoboli - HOA member, Ms Agi Kassoumi
14:45 - 17:00	OAKA Press Room	Meeting with federations, clubs, event organisers, gym owners, journalist Executive Director of the Hellenic Basketball Federation, Mr Ntinios Sverkounos

		• <i>Director of the Hellenic Volleyball Federation, Mr Nikos Sofianos</i> • <i>Vice President of the Hellenic Athletics Association, Mr Kostas Kenteris</i> • <i>President of the Panellinios Gymnastic Club, Mr Alexis Alexopoulos,</i> • <i>Secretary General of the Panellinios Gymnastic Club, Mr Panagiotis Sarris</i> • <i>President of the Panhellenic Gym Association, Mr Doros Kleovoulou</i> • <i>President of the Hellenic Organization For Company Sport and Health, Mr Spiros Karavoulis</i> • <i>President of the Greek Sports Journalists Association (PSAT), Mr Vaggelis Ioannou</i>
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Acknowledgements

Thank you once more for the excellent job that the EPAS team has done regarding the visit and the report about the implementation of the European Sport Charter in Greece. The present report is of outmost importance for our sport policies and practices.