January 2026

European Social Charter (revised)

European Committee of Social Rights

Conclusions 2025

LITHUANIA

This text may be subject to editorial revision.

The function of the European Committee of Social Rights is to rule on the conformity of the situation in States with the European Social Charter. In respect of national reports, it adopts “conclusions”; in respect of collective complaints, it adopts "decisions".

A presentation of this treaty as well as statements of interpretation formulated by the Committee appear in the General Introduction to the Conclusions.[1]

The European Social Charter (revised) was ratified by Lithuania on 29 June 2001. The time limit for submitting the 21st report on the application of this treaty to the Council of Europe was 31 December 2024 and Lithuania submitted it on 19 December 2024. On 9 July and 20 August 2025, a letter was addressed to the Government requesting supplementary information regarding Articles 3§1, 3§2, 6§1, and 6§4. The Government submitted its reply on 24 July 2025.

The present chapter on Lithuania concerns 10 situations and contains:

– 2 conclusions of conformity: Article 2§1, 6§1

– 8 conclusions of non-conformity: Articles 3§1, 3§2, 3§3, 4§3, 5, 6§2, 6§4, 20

The next report from Lithuania will be due on 31 December 2026.

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[1] *The conclusions as well as state reports can be consulted on the Council of Europe's Internet site (www.coe.int/socialcharter).*

Article 2 - Right to just conditions of work

Paragraph 1 - Reasonable working time

The Committee takes note of the information contained in the report submitted by Lithuania.

The Committee recalls that for the purposes of the present report, States were asked to reply to targeted questions for Article 2§1 of the Charter (see the appendix to the letter, whereby the Committee requested a report on the implementation of the Charter in respect of the provisions falling within Group 1).

The assessment of the Committee will therefore concern the information provided by the Government in response to the targeted questions.

Measures to ensure reasonable working hours

In the targeted question, the Committee asked for information on occupations, if any, where weekly working hours can exceed 60 hours or more, by law, collective agreements or other means, including information on the exact number of weekly hours that persons in these occupations can work; as well as information on any safeguards which exist in order to protect the health and safety of the worker, where workers work more than 60 hours.

The report states that there are no professions in Lithuania where the working week can exceed 60 hours. Article 114 of the Labour Code states that the working time, including overtime and work under an agreement on the additional work cannot exceed 12 hours per working day (shift), excluding the lunch break, and 60 hours during each seven-day period.

The report states that specific conditions and exceptions allowing overtime in certain cases may apply to police officers, border guards, firefighters and rescue workers, public security service officers, financial crimes investigation service officers, penal enforcement system officers, customs officers. According to the Statute of the Internal Service, such officers can work a maximum of 72 hours per seven-day period in certain cases (when it is necessary to save lives or health, prevent or stop mass disturbances, ensure public order during mass events, reinforce the protection of the State border, prepare for armed national defence, reinforce the protection of important State objects, ensure the security of official foreign visitors, in case of State emergency, martial law and other cases provided for by law and others), and the duration of the working day/shift cannot exceed 24 or 26 hours. Officers may be subject to aggregate working hour accounting where it is necessary to ensure the proper performance of the functions of a statutory body. The duration of aggregate working time accounting period may not exceed four months. There are the following safeguards: daily uninterrupted rest period cannot be less than 11 consecutive hours and officers should be given at least 35 hours of uninterrupted rest within a period of seven consecutive days.

The Committee notes that workers performing specific functions in certain sectors and in exceptional circumstances may be allowed to exceed 16 daily working hours limit or 60 weekly working hours limit during short periods. However, certain safeguards must exist (Conclusions 2025, Statement of Interpretation on Article 2§1 on maximum working time). The Committee further notes that in Lithuania it is allowed to exceed the daily and weekly working time limits in certain sectors, for certain work and in exceptional circumstances, there are also safeguards provided.

Working hours of maritime workers

In the targeted question, the Committee asked for information on the weekly working hours of maritime workers.

The report states that, with regard to maritime workers, their working time is regulated by the Resolution No. 534 of the Government of 28 June 2017, which incorporated the provisions of the Council Directive 1999/63/EC of 21 June 1999 concerning the agreement on the organisation of working time of seafarers concluded by the European Community Shipowners'

Associations (ECSA) and the Federation of Transport Workers' Unions in the EU (FST), Directive 1999/95/EC of the European Parliament and of the Council of 13 December 1999 on the implementation of the provisions applicable to the working hours of seafarers on board ships at Community ports. The normal working hour rate of crew members is to be determined on the basis of an eight-hour working day, two days rest per week and rest on State holidays. On ships with round-the-clock working and watchkeeping, aggregate working time accounting is introduced, the accounting period of which should not exceed one year. In any case, crew members should be guaranteed a minimum of 10 hours of rest per day and 77 hours of rest in seven days. If it is necessary to ensure the safety of the ship, persons or cargo on board or to render assistance to other persons or ships in distress, the captain may temporarily suspend the application of the sea and seaport working schedule.

The Committee notes that, in order to be in conformity with the Charter, maritime workers may be permitted to work a maximum of 14 hours in any individual 24-hour period and 72 hours in any individual seven-day period. The maximum reference period allowed is one year. Adequate rest periods have to be provided. Records of maritime workers' working hours shall be maintained by employers to allow supervision by the competent authorities of the working time limits (Conclusions 2025, Statement of Interpretation on Article 2§1 on working time of maritime workers).

Law and practice regarding on-call periods

In the targeted question, the Committee asked for information on how inactive on-call periods are treated in terms of work or rest time on law and practice.

In reply, the report states that Article 118 of the Labour Code describes the specifics of working time arrangements while on call. If a worker is on passive on-call duty at a designated place, it is considered working time. If a worker is passively on-call at home, this time is not working time, unless actual work is performed. A worker must be paid a bonus for at least 20% of the average monthly salary for each week on-call away from the workplace in case of a passive on-call duty at home.

The report further states that for officers (police, State Border Guard Service workers, firefighters and rescue workers, Public Security Service workers, Financial Crimes Investigation Service workers, penal enforcement system workers, customs officers), they must be at a pre-agreed location during on-call time. The rules are similar as with regard to the other workers, meaning that on-call time at a statutory institution is considered working time and on-call time at home – is not. However, the time spent by the officer on-call at home or at a place of their choice should be paid at 50% of their average salary. For on-call duty in excess of the average working time of the day, week, the officer should be granted, during the following month, a period of rest of the same duration as the exceeded working time multiplied by the number determined in the law (two or 2.5) or this rest time may be added to the officer's annual leave or paid as overtime work.

The Committee notes that, with regard to inactive parts of on-call period during which no work is carried out and where the worker stays at home or is otherwise away from the employer's premises, under no circumstances should such periods be regarded as rest periods in their entirety. However, there are two situations that need to be addressed. Firstly, the situation involves a worker who is on-call away from the employer's premises (at home or at another designated place by the employer) and who is under an obligation to be immediately available or available at very short notice and on a recurring basis to the employer, and where there are serious consequences in cases of the failure to respond. Such on-call periods, including where no actual work is performed (inactive on-call), must be classified as working time in their entirety and remunerated accordingly in order to be in conformity with the Charter. Secondly, the situation involves a worker who is away from the employer's premises (at home or at another place designated by the employer) and who has a certain degree of freedom to manage their free time and is allowed time to respond to work tasks (i.e. they do not have to

report for work immediately or at a very short notice or on a recurring basis). In these circumstances, the inactive on-call periods amount neither to full-fledged working time nor to genuine rest periods. In such cases the situation may be considered as being in conformity with the Charter if the worker receives a reasonable compensation. The Committee will assess the reasonableness of the nature and level of such compensation on a case-by-case basis and will take into account circumstances such as the nature of the worker‘s duties, the degree of the restriction imposed on the worker and other relevant factors (Conclusions 2025, Statement of Interpretation on Article 2§1 on on-call periods).

Conclusion

The Committee concludes that the situation in Lithuania is in conformity with Article 2§1 of the Charter.

Article 3 - Right to safe and healthy working conditions

Paragraph 1 - Safety and health regulations

The Committee takes note of the information contained in the report submitted by Lithuania.

The Committee recalls that in the context of the present monitoring cycle, States were asked to reply to targeted questions for Article 3§1 of the Charter (see the appendix to the letter, whereby the Committee requested a report on the implementation of the Charter in respect of the provisions falling within Group 1).

The assessment of the Committee will therefore concern the information provided by the Government in response to the targeted questions.

The Committee asked for information on the content and implementation of national policies on psychosocial or new and emerging risks, including in relation to: (i) the gig or platform economy; (ii) telework; (iii) jobs requiring intense attention or high performance; (iv) jobs related to stress or traumatic situations at work; (v) jobs affected by climate change risks.

General policies concerning psychosocial or new and emerging risks

The Committee recalls that new technology, organisational constraints and psychological demands favour the development of psychosocial factors of risk, leading to work-related stress, aggression, violence and harassment. With regard to Article 3§1 of the Charter, the Committee takes account of stress, aggression, violence and harassment at work when examining whether policies are regularly evaluated or reviewed in the light of emerging risks. The States parties have a duty to carry out activities in terms of research, knowledge and communication relating to psychosocial risks (Statement of Interpretation on Article 3§1 of the Charter, Conclusions 2013 and 2017).

The report notes that Article 158 of the Law on Occupational Safety and Health (OSH Act) requires that every worker be provided with appropriate, safe and healthy working conditions, regardless of the type of activity, the type of employment contract, the number of workers, the profitability of the undertaking, the place of work, the working environment, the nature of work, the length of the working day/duration of the shift, and the worker's personal characteristics (e.g. nationality, race, ethnicity, gender, sexual orientation, age, social origin, political or religious beliefs).

According to the OSH Act, an assessment of occupational risks should be conducted and preventive measures should be taken to eliminate or reduce occupational risks. The requirements for the occupational risk assessment and the implementation of preventive measures are set out in the General Regulations on Occupational Risk Assessment ("Regulations") approved by Order No A1-457/V-961 of 25 October 2012, which defines psychosocial factors as "factors which, as a result of working conditions, work requirements, work arrangements, work content, relations between workers or between employer and worker, cause mental stress to a worker." The specialised requirements for the assessment of psychosocial risk factors, measured using methodologies based on best practices, research, and/or recommendations of international organisations, are set out in the Methodological guidelines for the study of psychosocial occupational risk factors (approved by Order No V-699/A1-241 of 2005) (see also Conclusion 2021).

The Committee notes that, according to official sources [Lithuanian Registry of Laws and Regulations], the authorities have adopted the new Action Plan on Safety and Health at Work (2022-2027) which contains the following objectives: i) anticipate and manage the changes in work brought about by green, digital and demographic change (including through updates to the legal framework for occupational health and safety and the establishment of a separate SLI division to prevent psychological violence and assist workers who have experienced psychological violence at work); ii) improve the prevention of accidents at work, occupational diseases and work-related health problems (including through improving worker health care);

and iii) improve preparedness for possible future health crises [European Agency for Safety and Health at Work].

The gig or platform economy

The report notes that digital platform workers are not specifically defined or named in Lithuania's legislation, and that this category of workers is usually classified as self-employed, as defined by Article 5(1) of the OSH Act. In response to a request for additional information, the report specifies that that there are no specific legal acts or action plans/strategies dedicated to occupational safety and health for workers in the gig or platform economy or the psychosocial risks they may face. Rather, general OSH legislation applies in such cases, which covers all workers regardless of the type of employment.

Therefore, the Committee concludes that the situation in Lithuania is not in conformity with Article 3§1 on the ground that the national policies on psychosocial or new and emerging risks in relation to the gig and platform economy are not adequate.

Telework

The report notes that telework became particularly relevant during the Covid-19 pandemic. Various measures have been implemented to ensure the psychosocial well-being of workers, including the regulation of working and resting time, the provision of technological equipment and psychological support. Pursuant to Article 381 of the OSH Act, remote workers are subject to the same occupational safety and health conditions as other workers. If necessary, the employer should provide workers who are assigned to work remotely with work equipment and personal protective equipment in compliance with the requirements of occupational safety and health legislation. The employer must provide the worker with training on the use of equipment and the worker has the obligation to ensure his/her own health and safety as well as that of others, including through the proper use of the equipment.

The Committee refers to its statement of interpretation concerning telework (see Conclusion under Article 3§3) which provides, *inter alia*, that States Parties must take measures to ensure that employers comply with their obligations to ensure safe and healthy working conditions for their teleworkers, including providing information and training to teleworkers on ergonomics, the prevention of psychosocial risks (e.g. isolation, stress, cyberbullying, work-life balance, including digital disconnect and electronic monitoring) and the reporting process.

Jobs requiring intense attention or high performance

The report notes that Lithuanian legislation does not recognise the category of jobs requiring intense attention or high performance.

Nonetheless, it provides information on certain protections that have been put in place for persons working under difficult conditions. Article 40(3) of the OSH Act limits the working time to 36 hours per week for workers who work in an environment where harmful factors exceed permissible levels and cannot be reduced to the permissible level by technical or other means. These conditions must be applied to persons working in environments in which the levels of chemical, physical or ergonomic working environment factors exceed the permissible limits, based on an occupational risk assessment.

Resolution No 496 of the Government of the Republic of Lithuania of 21 June 2017, which provides for special breaks, shortened working time and additional/extended leave, states, *inter alia*, that special breaks should be granted to workers who are working outdoors (in temperatures below -10 or above 28 °C) or in unheated premises (below 4 °C), in occupational risk conditions, as well as to those whose work involves heavy physical or mental strain.

The report further states that additional leave of up to five working days should be granted for work in conditions that deviate from normal working conditions when such a deviation cannot be eliminated, as well as to workers for whom at least half of the total annual working time for

which leave is granted is mobile in nature, is carried out while traveling or in the open air, and in the event of an imminent or actual crisis or emergency or a declaration of an emergency. Under Resolution No. 496, certain categories of workers are entitled to extended leave. These categories include teachers and certain other staff in educational institutions and homes for children, social workers employed in places of detention and imprisonment, health professionals, air traffic controllers, etc.

The report also notes that the State Labour Inspectorate (SLI) advises workers, workers' representatives, persons representing employers and those authorised by employers about the application and enforcement of laws and other normative acts on occupational safety and health, and it prepares and/or organises the drafting and dissemination of relevant methodologies, guidelines, and best practice guides.

The report also provides information on regulations related to professional risks in the internal service, which contain provisions aimed at ensuring the health and safety of officers when they perform tasks which entail a higher risk to their life and health. The heads of statutory bodies are required to approve the methodology for risk assessment and risk factor management plans, among other things.

The report goes on to list the regulations aimed at providing psychological support to internal service workers, such as those relating to the prevention of violence and harassment, stress management and the prevention of addiction. It also covers the regulations pertaining to the State Border Guard Service which address similar topics.

Jobs related to stress or traumatic situations at work

The report notes that Lithuanian legislation does not recognise jobs related to stress or traumatic situations at work as a distinct category. The information outlined under the previous heading is also provided in relation to this category of jobs in the Government's report.

Jobs affected by climate change risks

The report notes that information on risk management and health protection is provided to workers in sectors particularly affected by climate change, such as agriculture and construction. The SLI actively promotes the recommendations which are developed each year during the warm season, such as 'Exposure to heat at work: Guidelines for workplaces, heat, warmth, and heatstroke.' Press releases are distributed during the cold season.

The Committee recalls its case law under Article 3 in relation to the protection against dangerous agents and substances (including asbestos and ionizing radiation), and air pollution (see Conclusions XIV-2 (1998), Statement of interpretation on Article 3). Further, the Committee notes the United Nations General Assembly Resolution A/RES/76/300 (28 July 2022) "The human right to a clean, healthy and sustainable environment".

The Committee notes that climate change has had an increasing impact on the safety and health of workers across all affected sectors, with a particular impact on workers from vulnerable groups such as migrant workers, women, older people, persons with disabilities, persons with pre-existing health conditions and youth. As noted by the United Nations Committee on Economic, Social and Cultural Rights, rapid environmental changes, caused by climate change, increase risks to working conditions and exacerbate existing ones (General comment No. 27 (2025) on economic, social and cultural rights and the environmental dimension of sustainable development, UN Doc E/C.12/GC/27, §51). Hazards related to climate change include, but are not limited to, excessive heat, ultraviolet radiation, extreme weather events (such as heatwaves), indoor and outdoor workplace pollution, vector-borne diseases and exposure to chemicals. These phenomena can have a serious effect on both the physical and mental health of workers. (Ensuring safety and health at work in a changing climate, Geneva: International Labour Office, 2024).

States should take measures to identify and assess climate change risks and adopt preventive and protective measures. These risks and impacts should be addressed through appropriate policies, regulations, and collective agreements. Particular attention should be paid to vulnerable workers, such as migrant workers, persons involved in informal work, young and older workers, women, persons with disabilities and persons with pre-existing health conditions. States must effectively monitor the application of standards addressing climate-related safety and health risks, including through appropriate supervisory mechanisms, and should undertake these efforts in close consultation with employers' and workers' organisations.

Risk assessment and prevention/protection plans should include measures aimed at mitigating the effects of climate change on the safety and physical and mental health of workers (for example, provision of personal protective equipment, appropriate clothing, sun protection, hydration, ventilation, as well as the introduction of reduced or flexible working hours and the provision of mental health support and other support services, where appropriate).

The Committee further stresses the importance of providing guidance and training to employers and workers, as well as implementing awareness-raising activities, collection of data and carrying out of research concerning the impact of climate change.

Conclusion

The Committee concludes that the situation in Lithuania is not in conformity with Article 3§1 of the Charter on the ground that the content and implementation of national policies on psychosocial or new and emerging risks concerning the gig or platform economy are not adequate.

Article 3 - Right to safe and healthy working conditions

Paragraph 2 - Safety and health regulations

The Committee takes note of the information contained in the report submitted by Lithuania.

The Committee recalls that, for the purposes of the present report, States were asked to reply to targeted questions for Article 3§2 of the Charter (see the appendix to the letter, whereby the Committee requested a report on the implementation of the Charter in respect of the provisions falling within Group 1).

The assessment of the Committee will therefore concern the information provided by the Government in response to the targeted questions.

The right to disconnect

In a targeted question, the Committee asked for information on the measures taken to ensure that employers put in place arrangements to limit or discourage work outside normal working hours, including the right to disconnect; and on how the right not to be penalised or discriminated against for refusing to undertake work outside normal working hours is ensured.

Based on the report, it appears that Lithuania does not have any regulations on the right to disconnect. However, the Labour Code contains strict rules on working time, including overtime and rest periods, subject to supervision and control by the State Labour Inspectorate.

The Committee recalls that, consistent with States Parties' obligations under Article 3§2, in order to protect the physical and mental health of persons teleworking or working remotely and to ensure the right of every worker to a safe and healthy working environment, it is necessary to fully enable the right of workers to refuse to perform work outside their normal working hours (other than work considered to be overtime and fully recognised accordingly) or while on holiday or on other forms of leave (sometimes referred to as the "right to disconnect") (Statement of interpretation on Article 3§2, Conclusions 2021).

The Committee concludes that the situation in Lithuania is not in conformity with Article 3§2 of the Charter on the ground that workers do not have the right to disconnect.

Personal scope of the regulations

In a targeted question, the Committee asked for information on the measures taken to ensure that self-employed workers, teleworkers and domestic workers are protected by occupational health and safety regulations; and on whether temporary workers, interim workers and workers on fixed-term contracts enjoy the same standard of protection under health and safety regulations as workers on contracts with indefinite duration.

Self-employed workers

The report notes that self-employed workers on construction sites are protected by occupational health and safety regulations and provides a summary of the relevant provisions. It also notes that the State Labour Inspectorate has monitoring and advisory functions in this respect.

Teleworkers

The report refers to Article 381 of the Law on Occupational Safety and Health, which provides that remote workers are subject to the same occupational safety and health conditions as other workers of the undertaking. Specifically, employers may be required to provide suitable work equipment and personal protective equipment, as well as appropriate training.

Domestic workers

The report notes that Lithuania does not have any specific legal provisions on domestic workers, but that general occupational health and safety regulations apply to this category of workers. However, the report does not provide any additional supporting information demonstrating the application of occupational health and safety regulations in practice. In response to a request for additional information, the report notes solely that, according to official statistics, no companies were registered as employing domestic workers in 2023. The Committee notes from other sources that, while the main types of employment arrangements among domestic workers are employment and self-employment, self-employed workers are not covered by labour protection legislation, including provisions on safe working conditions (Lazutka, R., Žalimienė, L., Navickė, J. (2024*). Access for domestic workers to labour and social protection – Lithuania*. European Social Policy Analysis Network, Brussels: European Commission). The Committee therefore concludes that the situation in Lithuania is not in conformity with Article 3§2 of the Charter on the ground that it has not been established that domestic workers are protected by occupational health and safety regulations.

Temporary workers

The report notes that temporary workers, interim workers and workers on fixed-term contracts enjoy the same standard of protection under occupational health and safety regulations as workers on contracts with indefinite duration.

Conclusion

The Committee concludes that the situation in Lithuania is not in conformity with Article 3§2 of the Charter on the grounds that:

- workers do not have the right to disconnect;
- it has not been established that domestic workers are protected by occupational health and safety regulations.

Article 3 - Right to safe and healthy working conditions

Paragraph 3 - Enforcement of safety and health regulations

The Committee takes note of the information contained in the report submitted by Lithuania.

The Committee recalls that in the context of the present monitoring cycle, States were asked to reply to targeted questions for Article 3§3 of the Revised Charter (see the appendix to the letter, whereby the Committee requested a report on the implementation of the Charter in respect of the provisions falling within Group 1).

In its previous conclusion (Conclusions 2021), the Committee concluded that the situation in Lithuania was not in conformity with Article 3§3 of the Charter on the grounds that:

- measures to reduce the number of fatal accidents at work are inadequate;
- it has not been established that labour inspection, insofar as it concerns occupational health and safety, is effective.

The Committee asked for information on measures taken to ensure the supervision of the implementation of health and safety regulations concerning vulnerable categories of workers such as: (i) domestic workers; (ii) digital platform workers; (iii) teleworkers; (iv) posted workers; (v) workers employed through subcontracting; (vi) the self-employed; (vii) workers exposed to environmental-related risks such as climate change and pollution.

The assessment of the Committee will therefore concern the information provided by the Government in response to the targeted questions.

The report indicates that in Lithuania, every worker must be provided with safe and healthy working conditions, regardless of the type of activity of the undertaking, the type of employment contract, the place of work, the nature of the work, the duration of the working day or working shift (Article 3 of the Law on Occupational Safety and Health). The report notes that the State Labour Inspectorate under the Ministry of Social Security and Labour (hereinafter referred to as the SLI) is responsible for overseeing the implementation of the occupational safety and health regulations during scheduled and unscheduled inspections (see report on Article 3§1).

Domestic workers, digital platform workers, workers employed through subcontracting

The report states that the categories of ‘domestic workers’, ‘subcontracted workers’, and ‘digital platform workers’ are not defined in Lithuanian legislation. Therefore, these groups of workers are not distinguished. It also notes that these categories of workers are typically classified as self-employed. The report makes reference to information on the requirements and monitoring of the application of the requirements in respect of self-employed workers (see the report on Article 3§2).

The Committee refers to its assessment below with regard to measures taken to ensure the supervision of the implementation of health and safety regulations concerning the self-employed workers. It also refers to its Conclusion on Article 3§2 where it concluded that the situation is not in conformity with Article 3§2 on the ground that certain categories of domestic workers are not protected by occupational health and safety regulations.

In consideration of the aforementioned points, the Committee concludes that the situation is not in conformity with Article 3§3 on the ground that measures have not been taken to ensure the supervision of the implementation of health and safety regulations concerning domestic workers, digital platform workers and workers employed through subcontracting.

Teleworkers

The report notes that Article 381 of the Law on Occupational Safety and Health provides that remote workers should be subject to the same occupational safety and health conditions as other workers of the undertaking. In the context of remote work, it is the responsibility of the

employer to provide the necessary equipment, ensure it meets occupational safety and health standards, and train workers on its safe use. In turn, remote workers are responsible for their own safety, and the safety of others, as well as for the proper use of the work equipment and personal protective equipment.

The Committee notes that, under Article 3 of the Charter, teleworkers, who regularly work outside of the employer's premises by using information and communications technology, enjoy equal rights and the same level of protection in terms of health and safety as workers working at the employer's premises.

States Parties must take measures to ensure that employers comply with their obligations to ensure safe and healthy working conditions for their teleworkers, such as: (i) assessing the risks associated with the teleworker's work environment; (ii) providing or ensuring access to ergonomically appropriate equipment and protective equipment; (iii) providing information and training to teleworkers on ergonomics, safe use of equipment, physical risks (e.g. musculoskeletal disorders, eye strain) and prevention of psychosocial risks (e.g. isolation, stress, cyberbullying, work-life balance, including digital disconnect, and electronic monitoring); (iv) maintaining clear documentation and records; (v) providing appropriate support through human resources or health and safety officers/services; and (vi) ensuring that teleworkers can effectively report occupational accidents or health and safety issues encountered during teleworking. States Parties must also take measures to ensure that teleworkers comply with the guidelines and regulations on health and safety and co-operate with employers and labour inspectorate or other enforcement bodies in this sense.

The labour inspectorate or other enforcement bodies must be entitled to effectively monitor and ensure compliance with health and safety obligations by employers and teleworkers. This requires to: (i) conduct regular and systematic supervision, including remote audits; (ii) review employers' risk assessments and training documentation; (iii) verify the appropriateness and effectiveness of preventive measures taken by employers; (iv) have adequate resources, legal authority, and clearly defined powers to issue corrective instructions and impose proportionate and dissuasive sanctions in cases of non-compliance.

Posted workers

The report states that Lithuanian legislation does not impose any additional or different requirements on the health and safety of posted workers in comparison to those applicable to employed workers. It also notes that the monitoring of OSH requirements is entrusted to the SLI.

Self-employed workers

The report indicates that the SLI monitors compliance with occupational safety and health requirements for self-employed persons carrying out self-employed activities on construction sites. The SLI also provides guidance to self-employed persons carrying out self-employed activities on construction sites on compliance with occupational safety and health requirements, and offers them methodological assistance.

The Committee notes that according to the report, SLI monitors compliance with OSH regulations only in respect to self-employed workers carrying out activities on construction sites. It recalls that the objective of providing a safe and healthy working environment must be the same for both employed and self-employed workers, and the regulations and their enforcement must be adequate and suitable in view of the work being done (Conclusions XIV-2 - Statement of interpretation - Article 3). The Committee considers that the situation in Lithuania is not in conformity with Article 3§3 of the Charter on the ground that certain categories of self-employed workers are not subject to supervision by the labour inspectorate.

Workers exposed to environment-related risks such as climate change and pollution

The report states that the impact of climate change is currently not very significant in Lithuania due to the country's geographical location. It notes that information on risk management and health protection is provided to workers in sectors that are particularly affected by climate change, such as agriculture and construction. The SLI actively promotes the recommendations developed each year during the warm season such as "Exposure to heat at work. Guidelines for workplaces, heat, warmth, and heatstroke", and press releases are distributed during the cold season (see the report on Article 3§1).

The Committee recalls that States must effectively monitor the application of standards addressing climate-related safety and health risks, including through appropriate supervisory mechanisms, and should undertake these efforts in close consultation with employers' and workers' organisations.

Risk assessment and prevention/protection plans should include measures aimed at mitigating the effects of climate change on the safety and physical and mental health of workers (for example, provision of personal protective equipment, appropriate clothing, sun protection, hydration, ventilation, as well as the introduction of reduced or flexible working hours and the provision of mental health support and other support services, where appropriate). The Committee further stresses the importance of providing guidance and training to employers and workers, as well as implementing awareness-raising activities, collection of data and carrying out of research concerning the impact of climate change.

Conclusion

The Committee concludes that the situation in Lithuania is not in conformity with Article 3§3 of the Charter on the grounds that:

- measures have not been taken to ensure the supervision of the implementation of health and safety regulations concerning domestic workers, digital platform workers and workers employed through subcontracting;
- certain categories of self-employed workers are not subject to supervision by the labour inspectorate.

Article 4 - Right to a fair remuneration

Paragraph 3 - Non-discrimination between women and men with respect to remuneration

The Committee takes note of the information contained in the report submitted by Lithuania.

The Committee recalls that in the context of the present monitoring cycle, States were asked to reply to the targeted questions for Article 4§3 of the Charter (see the appendix to the letter, whereby the Committee requested a report on the implementation of the Charter in respect of the provisions falling within Group 1).

The assessment of the Committee will therefore concern the information provided in the report in response to the targeted questions.

The notion of equal work and work of equal value

In its targeted question the Committee asked the report to indicate whether the notion of equal work and work of equal value is defined in domestic law or case law.

The Committee recalls that under Article 4§3 in order to establish whether work performed is equal or of equal value, factors such as the nature of tasks, skills, educational and training requirements must be taken into account. Pay structures shall be such as to enable the assessment of whether workers are in a comparable situation with regard to the value of work. The value of work, that is the worth of a job for the purposes of determining remuneration should be assessed on the basis of objective gender-neutral criteria, including educational, professional and training requirements, skills, effort, responsibility and working conditions, irrespective of differences in working patterns. These criteria should be defined and applied in an objective, gender-neutral manner, excluding any direct or indirect gender discrimination.

The Committee considers that the notion of equal work or work of equal value has a qualitative dimension and may not always be satisfactorily defined, thus undermining legal certainty. The concept of “work of equal value” lies at the heart of the fundamental right to equal pay for women and men, as it permits a broad scope of comparison, going beyond “equal”, “the same” or “similar” work. It also encompasses work that may be of a different nature, but is, nevertheless, of equal value.

States should therefore seek to clarify this notion in domestic law as necessary, either through legislation or case law (Conclusions XV-2, Article 4§3, Poland). No definition of work of equal value in legislation and the absence of case law would indicate that measures need to be taken to give full legislative expression and effect to the principle of equal remuneration, by setting the parameters for a broad definition of equal value.

States should therefore seek to clarify this notion in domestic law as necessary, either through legislation or case law (Conclusions XV-2, Article 4§3, Poland). No definition of work of equal value in legislation and the absence of case law would indicate that measures need to be taken to give full legislative expression and effect to the principle of equal remuneration, by laying down the parameters for giving a broad definition to the equal value.

According to the report, the concepts of ‘equal work’ and ‘work of equal value’ are defined both in domestic law and in case law. In Lithuanian law, these concepts are mostly linked to the principles of equal opportunities and non-discrimination, in particular in the area of salaries. Article 26 of the Labour Code establishes the principle of gender equality and non-discrimination.

Article 140 of the Labour Code stipulates that the pay system must be designed in such a way as to avoid any discrimination based on gender and other grounds. Men and women should be paid equally for equal or work of equal value. “Equal work” means the performance of a work activity which, according to objective criteria, is identical or similar to another work activity insofar as two workers can be interchangeable without significant cost to the employer. “Work of equal value” means work which, according to objective criteria, is at least as qualified and relevant to the employer’s objectives as other comparable work. For the purposes of

implementing the principles of gender equality and non-discrimination between workers on other grounds, non-discriminatory remuneration of a worker means non-discriminatory remuneration and any additional remuneration, whether in cash or in kind, that the worker receives directly or indirectly from the employer in return for his or her work.

The case-law has also dealt with cases involving breaches of the principle of equal pay for equal work or work of equal value. The courts often refer to European Union laws and directives that lay down the principles of equal pay.

The Committee considers that the situation is in conformity with the Charter on this point.

Job classification and remuneration systems

In its targeted question the Committee asked the report to provide information on the job classification and remuneration systems that reflect the equal pay principle, including in the private sector.

The Committee considers that pay transparency is instrumental in the effective application of the principle of equal pay for work of equal value. Transparency contributes to identifying gender bias and discrimination and it facilitates the taking of corrective action by workers and employers and their organisations as well as by the relevant authorities. In this respect, job classification and evaluation systems should be promoted and where they are used, they must rely on criteria that are gender-neutral and do not result in indirect discrimination. Moreover, such systems must consider the features of the posts in question rather than the personal characteristics of the workers (UWE v. Belgium, complaint No. 124/2016, decision on the merits of 5 December 2019). Where gender-neutral job evaluation and classification systems are used, they are effective in establishing a transparent pay system and are instrumental in ensuring that direct or indirect discrimination on the grounds of gender is excluded. They detect indirect pay discrimination related to the undervaluation of jobs typically done by women. They do so by measuring and comparing jobs the content of which is different but of equal value and so support the principle of equal pay.

The Committee considers that States Parties should take the necessary measures to ensure that analytical tools or methodologies are made available and are easily accessible to support and guide the assessment and comparison of the value of work and establish gender neutral job evaluation and classification systems.

The report states that guidance for the development of remuneration systems have been approved and are being made public, detailing the objective criteria on the basis of which and in what manner a worker's pay should be detailed and determined, regardless of their gender or other non-objective criteria. The Government Resolution No. 857 on the Approval of Recommendations for the Establishment of a Pay of 8 November 2023 approves the recommendations for the establishment of a remuneration system (mandatory in public sector but also applicable in the private sector). The main aspects of the Resolution include:

- the creation of a job-level structure: guidelines are established on how to define the criteria for comparing jobs and determining the salary coefficient;
- the fixing of intervals for salary coefficients;
- the determination of the salary after performance evaluation;
- a methodology for appraising jobs and posts.

The Equal Opportunities Ombudsman's Office has developed guidance on equal opportunities in the workplace - both general equal opportunities and fair pay (regular review of pay systems and real pay and other measures). According to the report, this is a major help to employers in implementing Article 26(2)(4) and Article 140(5)(6) of the Labour Code.

The Committee notes from that the Country Report of the Network of European Experts on Gender Equality and Non-Discrimination (Lithuania, 2024) that the Labour Code does not contain a requirement to establish job and position evaluation schemes and to link them to the remuneration system. Job and position evaluation methodology (in Lithuanian, *Darbų ir*

pareigybių vertinimo metodika) was proposed by the Institute of Labour and Social Research in 2004 and even approved in a form of recommendation by the Tripartite Council of the Republic of Lithuania. However, it has had little or no impact on wage-setting practices in the private and public sector, as there is no obligation.

The Report further states that as the vast majority of businesses are micro-sized companies and SMEs and collective bargaining on wages is almost non-existent, any obligation to have a remuneration scheme is controversial. There is an overall perception that any such scheme would deprive employers of the flexibility they need to stay competitive at a national and international level. The job evaluation rules for public servants have been in place for quite some time but they are silent on the implementation of the more profound gender-neutral wage setting. The Committee observes that even if some progress has been made in developing job classification and remuneration systems, it has not been established that they have already been implemented in practice in the private sector. Therefore, the situation is not in conformity on this point.

Measures to bring about measurable progress in reducing the gender pay gap

In its targeted question the Committee asked the report to provide information on existing measures to bring about measurable progress in reducing the gender pay gap within a reasonable time.

The Committee considers that States are under an obligation to analyse the causes of the gender pay gap with a view to designing effective policies aimed at reducing it. The Committee recalls its previous holding that the collection of data with a view to adopting adequate measures is essential to promote equal opportunities. Indeed, it has held that where it is known that a certain category of persons is, or might be, discriminated against, it is the duty of the national authorities to collect data to assess the extent of the problem *(*European Roma Rights Centre v. Greece, Complaint No. 15/2003, decision on the merits of 8 December 2004, §27). The gathering and analysis of such data (with due safeguards for privacy and to avoid abuse) is indispensable to the formulation of rational policy (European Roma Rights Centre v. Italy,Complaint No. 27/2004, decision on the merits of 7 December 2005, §23).

The Committee considers that in order to ensure and promote equal pay, the collection of high-quality pay statistics broken down by gender as well as statistics on the number and type of pay discrimination cases is crucial. The collection of such data increases pay transparency at aggregate levels and ultimately uncovers the cases of unequal pay and therefore the gender pay gap. The gender pay gap is one of the most widely accepted indicators of the differences in pay that persist for men and women doing jobs that are either equal or of equal value. In addition, to the overall pay gap (unadjusted and adjusted, the Committee will also, where appropriate, have regard to more specific data on the gender pay gap by sectors, by occupations, by age, by educational level, etc (University Women of Europe (UWE) v. Finland, Complaint No. 129/2016, decision on the merits of 5 December 2019, §206).

The Committee has held that where the States have not demonstrated a measurable progress in reducing the gender pay gap, the situation amounted to a violation of the Charter (University Women of Europe (UWE) v. Finland, Complaint No. 129/2016, decision on the merits of 5 December 2019).

According to the report, Directive (EU) 2023/970 of the European Parliament and of the Council of 10 May 2023 establishing mechanisms for pay transparency and enforcement, reinforcing the principle of equal pay for men and women for equal work or work of equal value, must be transposed into national law not later than 7 June 2026. The directive is currently being analysed and a plan for amending national legislation is being prepared.

On 9 October 2024, the Government adopted Resolution No. 848 on labour statistics, which instructed the State Data Agency to conduct an annual statistical survey of the gender pay gap and to prepare and publish statistical information on the gender pay gap in gross average

hourly earnings by form of property ownership (public and private), type of economic activity, size of undertaking, duration of workers' working time (full-time and part-time) and age. The information will be published on the Official Statistics portal. According to the report, this analysis will help to detect changes in the gender pay gap more quickly, identify which sectors are most sensitive to this problem and, as a result, make the inspections carried out by the State Labour Inspectorate more targeted and focused, which will help reduce the gender pay gap in the most vulnerable sectors.

The report indicates that in 2021, the gender pay gap in the national economy, excluding agriculture, forestry and fisheries enterprises, was 11.1%, and decreased by 1% compared to 2020. The highest gender pay gaps were in financial and insurance activities - 34.3%, information and communication - 29.3%, and human healthcare and social work - 27.5%. In transport and storage, as well as construction enterprises, women's average gross hourly earnings exceeded those of men resulting in a negative gap of -5.8% and -1.7% respectively.

In 2022, the gender pay gap in the national economy, excluding agriculture, forestry and fisheries enterprises, was 11.1% and has not changed compared to 2021. The highest gender pay gaps were in financial and insurance activities - 31.8%, information and communication - 28.4%, and human healthcare and social work - 25.6%. In transport and storage, as well as construction enterprises, women's average gross hourly earnings exceeded those of men resulting in a negative gap of -11.9% and -3.6% respectively.

In 2023, the gender pay gap in the national economy, excluding agriculture, forestry and fishing enterprises with 10 or more workers, was 10.7%, a decrease of 0.4% was observed compared to 2022.

The Committee notes from Eurostat that the gender pay gap declined from 14.0% in 2019 to 11.5% in 2023. The Committee observes that the EU average in 2023 stood at 12%. It considers that there has been a measurable progress in reducing the gender pay gap. Therefore, the situation is in conformity on this point.

Conclusion

The Committee concludes that the situation in Lithuania is not in conformity with Article 4§3 of the Charter on the ground that it has not been established that job classification and remuneration systems are implemented in practice in the private sector.

Article 5 - Right to organise

The Committee takes note of the information contained in the report submitted by Lithuania.

The Committee recalls that in the context of the present monitoring cycle, States were asked to reply to the targeted questions for Article 5 of the Charter (see the appendix to the letter, whereby the Committee requested a report on the implementation of the Charter in respect of the provisions falling within Group 1").

The assessment of the Committee will therefore concern the information provided in the report in response to the targeted questions.

Positive freedom of association of workers

In its targeted question a), the Committee asked for information on measures that have been taken to encourage or strengthen the positive freedom of association of workers, particularly in sectors which traditionally have a low rate of unionisation or in new sectors (e.g., the gig economy).

In reply, the report indicates, firstly, that the Programme of the Eighteenth Government (approved by the Resolution No. XIV-72 of the Seimas) provides for the development of social dialogue and corporate social responsibility. Under Article 131.2 of this Programme, the Government undertakes, in particular, increase participation in trade unions and associations and to promote collective bargaining by transferring part of employment regulation from the laws to collective agreements at national, sectoral and company level.

According to the report, the Government has actively participated in the social dialogue in the annual negotiation of the National Collective Agreement which was signed in October 2022 and amended in 2023 and 2024. This agreement applies to workers of budgetary institutions and as of 1 January 2024 to workers of the state and municipally owned enterprises and public bodies who are members of trade unions. Around 72 000 workers in Lithuania will be able to benefit from the advantages of the working conditions set out in the agreement.

The report adds that the EU-funded project "Developing Social Dialogue to Create Quality Jobs and Increase Competitiveness", has been implemented since April 2024 with the partnership of the largest employers' and trade union organisations. The project aims to train trade union and employer organisations' representatives in different areas including negotiating skills and leadership development, social dialogue, collective bargaining, labour law, economics and new and non-standard forms of work, including platform workers. Several conferences, roundtables, workplace consultations including on social dialogue, the social partnership system, climate-neutral economy took place in the framework of the project.

The report also states that in the implementation of EU Directive 2022/2041 of the European Parliament and of the Council on adequate minimum wages in the European Union, the Minister of Social Security and Labour approved the Action Plan for the Promotion of Social Dialogue and Collective Negotiations for the years 2024-2028.

The Committee takes note of the concerns expressed by outside sources (See, for instance, Rasa Miežiene, Inga Blažiene, Boguslavas Gruževskis, To be or not to be a Platform Worker? Lithuanian Case in the Context of EU Countries, Lithuanian Centre for Social Science, Labour Market Research Institute, December 2022), that there is a considerable delay in Lithuania in addressing social and economic issues in the areas of platform work. According to the same sources, only 4.7% of the people working in platforms have employment contracts and the rest have either service contracts or no contract at all. Having no employment contracts, platform workers have no access to any employment rights and social guarantees (for example, as self-employed people, platform workers are insured by social insurance for pensions, sickness and maternity, but not for unemployment, accidents at work or occupational diseases).

At the same time, The Committee also notes from other outside sources (Friedrich Ebert Stiftung, Online Platforms and Platform Work in Lithuania) that the Lithuanian Platform Workers' Trade Union (LPDPS) which was founded in 2025 is a registered trade union which unites workers in transportation, parcel delivery and other digital platforms and protects the economic, social and labour rights and interests of platform workers. The LPDPS represents workers at Bolt, Wolt, Last Mile, Uber and other digital platform companies. Anyone aged 14 or over who works for a digital platform company can become a member of the LPDPS and join the union. According to the Ministry of Social Security and Labour, this is Lithuania's first ever organisation uniting people working on e-platforms.

The Committee notes with satisfaction the creation of the LPDPS in 2025 as a result of a merger of the former Courrier Association and the Bolt drivers. The LPDPS works to ensure that workers on digital platforms are free from exploitation and discrimination, work in safe and healthy working conditions, and are paid a fair wage. The LPDPS makes recommendations to public authorities and seeks to promote workers' solidarity.

Legal criteria for determining the recognition of employers' organisations for the purposes of social dialogue and collective bargaining

In reply to the Committee's request for information concerning the legal criteria for determining the recognition of employers' organisations for the purposes of social dialogue and collective bargaining (targeted question b)), the report states that the establishment of employers' organisations is guaranteed by Article 35 of the Constitution, the Labour Code and the Civil Code in particular.

Under Article 182 of the Labour Code, an employers' organisation is a public legal person acting in its own name and with limited civil liability. Employers have the right to establish and join organisations without any restrictions. The report underlines that the amendments of October 2024 to the Labour Code introduced Article 182(5) which stipulates that employers' organisations have the right to organise themselves into higher-level employers' organisations (associations, federations, confederations, unions, etc.) at national, sectoral and territorial levels. Employers' organisations operating at national level must meet the following criteria: - have legal personality.- have been operating as an employers' organisation for a continuous period of at least three years.- have an autonomous organisational structure.- have at least five workers with an employment contract.- members of employers' organisations – employers – employ at least 3 per cent of the persons employed on the territory of the Republic of Lithuania under an employment contract or on other legal relations on the basis of other legal relations referred to in the Law on Employment.- they are not the subject of a final conviction.- they have no tax arrears;- they belong to the EU, to organisations of the European Economic Area or to other international organisations in which more than half of the members are EU Member States, or more than half of the EU Member States belong to an international organisation in which membership fees are payable.

The Committee notes that under Article 183 of the Labour Code, employers' organisations have the right to, in particular:- initiate the formation of bipartite and tripartite labour and social affairs councils and participate in the activities thereof;- participate in collective bargaining and conclude collective agreements;- represent the interests of the employers' organisation and the members thereof in relations with trade unions and state and municipal institutions and establishments;- have the right to receive the information on labour, economic and social matters necessary for the performance of their activities from state and municipal institutions;- have the right to receive the information necessary for the implementation of social partnership functions from a trade union.- develop the policy of the employers' organisation, collect and analyse information about the organisation, and inform the public about current issues of the organisation's activities;- have the right to participate in the settlement of labour disputes on rights in accordance with the procedure established by legal acts.

Legal criteria for determining the recognition and representativeness of trade unions in social dialogue and collective bargaining

In a targeted question, the Committee requested information on the legal criteria for determining the recognition and representativeness of trade unions in social dialogue and collective bargaining. It particularly requested information on the status and prerogatives of minority trade unions; and the existence of alternative representation structures at company level, such as elected worker representatives (targeted question c)).

The report states that under Article 179 of the Labour Code, to establish a trade union operating at the level of the employer, it must have 20 founders or at least one-tenth but no less than three of all of the employer's workers as founders. Trade unions shall also have the right to establish and join trade union organisations operating at the sectoral or territorial level, provided that they consist of at least five employer-level trade unions. Trade union organisations operating at the sectoral or territorial level may unite into national-level trade union organisations.

The report also states that the trade unions at the national level must meet the following criteria:- have legal personality.- have been active as a trade union organisation for a continuous period of at least three years.- have an autonomous organisational structure.- have at least five workers with an employment contract.- unite at least 7 different trade union organisations operating at branch and/or territorial level, with branches in at least 2/3 of the territories of the districts of the Republic of Lithuania.- are not the subject of a final conviction.- do not have any tax arrears;- represent at least 15 per cent of the total number of Lithuanian trade union members;- belong to organisations in the EU or the European Economic Area, or to other international organisations where more than half of the members are EU Member States, or where more than half of the EU Member States belong to another international organisation for which a membership fee is payable.

The Committee notes that under Article 188 of the Labour Code, workers may only be represented in collective bargaining by trade unions. If there are more than one trade union operating at the employer or workplace level, an employer-level or workplace-level collective agreement may be concluded between the employer and either a trade union or a joint trade union representation. If there is no trade union operating at the employer level, the general meeting of the workers of the employer may authorise a sectoral trade union to negotiate an employer-level collective agreement.

The Labour Code does not set out any other criteria for determining the recognition and representativeness of trade unions in social dialogue and collective bargaining.

The report states that there are no minority trade unions in Lithuania.

With regard to alternative representation structures, the report states that under the domestic legislation, the workers' representatives are considered to be the trade union, works council or workers' trustee. The activities of workers' representatives must be organised and conducted in cooperation and in such a way as to ensure that the general interests and rights of workers are defended as effectively as possible.

According to the report, works councils and worker trustees are independent worker representative bodies that represent all workers at employer level in information, consultation and other participatory procedures that involve workers and their representatives in the employer's decision-making. The works council shall be set up for a term of office of three years, starting from the beginning of the term of office of the works council. A works council must be set up at the initiative of the employer when the average number of workers of the employer is twenty or more. If the workplace has an employer-level trade union whose membership exceeds one-third of the total number of workers of the employer, no works council shall be established and the trade union acquires all the powers of a works council and performs all the functions assigned to a works council under this Code. If the average

number of workers of the employer is less than 20, the workers' rights of representation may be exercised by a worker trustee elected by the workers for a period of three years.

The right of the police and armed forces to organise

In a targeted question, the Committee requested information on whether and to what extent members of the police and armed forces are guaranteed the right to organise (targeted question d)).

In its Conclusions 2022 (Article 5, Lithuania), the Committee concluded that the situation in Lithuania was not in conformity with Article 5 of the Charter on the ground that soldiers in professional military service are prohibited from joining and forming organisations for the protection of their interests.

The report states that pursuant to Article 36 of the Law on the Organisation of the National Defence System and Military Service of the Republic of Lithuania, servicemen may participate in the activities of associations and other non-political associations, as well as in other non-political activities aimed at the promotion of moral, national, patriotic and civic democratic values, provided that such participation does not interfere with the performance of the soldier's direct duties. This provision prohibits members of the professional military service from being members of a trade union.

The Committee notes that the legal provision which led the Committee to find a violation of Article 5 previously has not been amended in the meantime. It therefore concludes, on the same ground, that the situation is not in conformity with Article 5 of the Charter.

With regard to police officers, the report provides that the statute of the Internal Service lays down the main provisions governing the activities of trade unions in the internal affairs institutions (including the police), as well as the rights and specificities of trade union representatives. The Statute of the Internal Service provide that officials may form or join trade unions to defend their interests. The head and deputy heads of a statutory body may not be members of a trade union within the statutory body.

Conclusion

The Committee concludes that the situation in Lithuania is not in conformity with Article 5 of the Charter on the ground that soldiers in professional military service are prohibited from joining and forming organisations for the protection of their interests.

Article 6 - Right to bargain collectively

Paragraph 1 - Joint consultation

The Committee takes note of the information contained in the report submitted by Lithuania.

The Committee recalls that for the purposes of the present report, States were asked to reply to the targeted questions for Article 6§1 of the Charter (see the appendix to the letter, whereby the Committee requested a report on the implementation of the Charter in respect of the provisions falling within Group 1).

The assessment of the Committee will therefore concern the information provided in the report in response to the targeted questions.

Measures taken to promote joint consultation

In a targeted question, the Committee asked as to what measures are taken by the Government to promote joint consultation.

According to the report, the Lithuanian Tripartite Council is the most important forum for dialogue between employers, workers and government representatives. It is composed of seven representatives each delegated by the Government, Trade Unions and Employers' organisations and meeting the requirements laid down in the Labour Code. The Tripartite Council meets annually to agree on the minimum wage, find solutions on working conditions, address employment, worker safety, undeclared work, the tax system, health care, and other issues affecting workers and employers.

On 1 July 2022, the new Tripartite Council, established for a four-year term, started its work. The Tripartite Council has seven committees and commissions in which representatives of non-governmental organisations participate (Commission on Labour Relations; Commission on Wage Policy; Bilateral Commission for Government Officials; Working Group on Systemic Changes in Social Guarantees; Working Group on the Problems of Workers in International Road Freight Transport; and the Committee on Culture).

Other tripartite councils and commissions operate in some state institutions: the Tripartite Council of the Employment Service has the main purpose to make proposals on the priority areas of the Employment Service, the appropriateness of the development of employment programmes, the implementation of employment support measures, the provision of labour market services, and the improvement of the efficiency of its activities.

The Tripartite Council at the State Social Insurance Fund Board examines social security issues and makes recommendations on social security contributions, benefits and other issues relating to social insurance.

Issues of mutual interest that have been the subject of joint consultations and agreements adopted

In a targeted question, the Committee asked as to what issues of mutual interest have been the subject of joint consultation during the past five years, what agreements have been adopted as a result of such discussions and how these agreements have been implemented.

The report states that the following key social, economic and labour policy issues have been discussed by the Tripartite Council:

- Wages: an increase of the minimum monthly wage was agreed in 2023;
- Working conditions: improving working conditions, safety and health;
- Social security: social protection measures, including pension and social benefit systems;
- Illegal work: finding ways to tackle illegal work and the shadow economy;
- Tax system: tax policy and its impact on the labour market;
- Employment: measures to increase employment and reduce unemployment.

The main purpose of such meetings is monitoring and analysis of social, economic, and labour issues and providing proposals for their resolution. All draft laws and other legal acts in the social, economic, and labour fields are discussed both within the Labour Relations Commission of the Tripartite Council and within the Tripartite Council, and their conclusions and recommendations are taken into consideration.

All draft legal acts are also coordinated with the public and other interested institutions through the Legal Acts Information System of the Chancellery of the Seimas of the Republic of Lithuania.

Joint consultation on digital transition and the green transition

In a targeted question, the Committee asked if there has been any joint consultation on matters related to (i) the digital transition, or (ii) the green transition.

The report states that during the meeting of the Trilateral Council of the Republic of Lithuania on 7 November 2023, the members of the Trilateral Council were presented with information on the green transformation and heard the opinions of the social partners on this issue (Minutes No TTP-12, agenda item "On the presentation of the green transformation in the Trilateral Council").

In response to a request for further information, the report states that, while the digital transition may not always be featured as a distinct agenda item, it is consistently integrated into broader discussions that reflect its growing significance for the labour market and social policy. Dialogue with social partners is ongoing, particularly through the Tripartite Council, where topics of specific relevance to the digital transition such as remote work, lifelong learning, and competitiveness are regularly addressed.

Conclusion

The Committee concludes that the situation in Lithuania is in conformity with Article 6§1 of the Charter.

Article 6 - Right to bargain collectively

Paragraph 2 - Negotiation procedures

The Committee takes note of the information contained in the report submitted by Lithuania.

The Committee recalls that, for the purposes of the present report, States were asked to reply to targeted questions for Article 6§2 of the Charter (see the appendix to the letter, whereby the Committee requested a report on the implementation of the Charter in respect of the provisions falling within Group 1).

In its previous conclusion, the Committee found that the situation in Lithuania was not in conformity with Article 6§2 of the Charter on the ground that the promotion of collective bargaining was not sufficient (Conclusions 2022). The assessment of the Committee will therefore concern the information provided by the Government in response to the targeted questions, including the previous conclusion of non-conformity as part of the targeted questions.

Coordination of collective bargaining

In a targeted question, the Committee asked for information on how collective bargaining was coordinated between and across different bargaining levels. Specifically, the question sought details on factors such as *erga omnes* clauses and other mechanisms for the extension of collective agreements, as well as to the favourability principle and the extent to which local or workplace agreements could derogate from legislation or collective agreements concluded at a higher level.

Regarding *erga omnes* clauses and other extension mechanisms, the report states that collective bargaining occurs at enterprise, sectoral, territorial, and national levels. Enterprise-level collective agreements can be extended to all workers subject to the agreement of all parties involved. The Minister of Social Security and Labour may extend provisions of national, sectoral, or territorial agreements to employers in specific sectors or regions by ministerial order.

Regarding the favourability principle, the report quotes the relevant provisions of the Labour Code. Thus, where a clause in a collective agreement is found to be contrary to mandatory provisions of the law, or where the agreement fails to maintain a balance between the interests of the employer and workers, it may be disapplied in favour of the corresponding legal provision. A collective agreement can improve the situation of workers beyond that laid down in the law.

Regarding derogations, the report states that collective agreements at national, sectoral, or territorial levels may derogate from mandatory legal provisions, provided they ensure an adequate balance between the interests of employers and workers. However, such agreements may not derogate from core worker protections, including those relating to working time, minimum wage, occupational health and safety, and non-discrimination.

The Committee notes that the favourability principle establishes a hierarchy between different legal norms and between collective agreements at different levels. Accordingly, it is generally understood to mean that collective agreements may not weaken the protections afforded under the law and that lower-level collective bargaining may only improve the terms agreed in higher-level collective agreements. The purpose of the favourability principle is to ensure a minimum floor of rights for workers.

The Committee considers the favourability principle a key aspect of a well-functioning collective bargaining system within the meaning of Article 6§2 of the Charter, alongside other features present in the legislation and practice of States Parties, such as the use of *erga omnes* clauses and extension mechanisms. These features are typically found in comprehensive sectoral bargaining systems with high coverage, usually associated with stronger labour protections.

At the same time, the Committee notes that some States Parties provide for the possibility of deviations from higher-level collective agreements through what may be termed opt-out, hardship, or derogation clauses. The Committee applies strict scrutiny to such clauses, based on the requirements set out in Article G of the Charter. As a matter of principle, the Committee considers that their use should be narrowly defined, voluntarily agreed, and that core rights must be always protected. In any event, derogations must not become a vehicle for systematically weakening labour protections.

Promotion of collective bargaining

In a targeted question, the Committee asked for information on the obstacles hindering collective bargaining at all levels and in all sectors of the economy (e. g. decentralisation of collective bargaining). The Committee also asked for information on the measures taken or planned to address those obstacles, their timeline, and the outcomes expected or achieved in terms of those measures.

The report notes that most collective agreements are concluded at the enterprise-level and there is only one branch-level agreement in the private sector. The report attributes this situation to the lack of workers' or employers' organisations at the sectoral level, as well as to the lack of bargaining competences. The report refers to work carried out within the framework of the "Developing Social Dialogue for Quality Jobs and Competitiveness" project, implemented from 2024 to 2027, and of the Action Plan for the Promotion of Social Dialogue and Collective Bargaining, implemented from 2024 to 2028. These measures aim to foster social dialogue at enterprise-level, by concluding collective agreements, improving collective agreement conditions, or increasing trade union membership.

The Committee notes, based on other sources, that collective bargaining coverage in Lithuania stood at 25% in 2021, up from 10–15% in 2018 (Eurofound (2024), *Working Life Country Profile: Lithuania*). This increase has been attributed to the expansion of collective bargaining in the public sector. The Committee also, notes, in this context, the Government's observation that collective bargaining in the private sector is poorly developed, with coverage, according to some sources, standing at below 10% (Müller, T. (Ed.) (2025). *Collective Bargaining and Minimum Wage Regimes in the European Union: The Transposition of the EU Directive on Adequate Minimum Wages in the EU-27*. Brussels: European Trade Union Institute (ETUI)). Eurofound notes that the sectoral extension mechanism mentioned in the report has never been applied in practice.

The Committee notes that the Government confines itself largely to providing references to the relevant legal texts, and that it does not otherwise provide adequate information on the operation of collective bargaining in practice. The Committee notes that high and stable collective bargaining coverage is typically associated with collective bargaining systems based on multi-employer, mainly sectoral, agreements (OECD, 2025, *Membership of unions and employers' organisations, and bargaining coverage: Standing, but losing ground*, OECD Policy Brief, among others). However, collective bargaining in Lithuania mainly takes place at enterprise-level, sectoral bargaining is very limited, bargaining coverage is relatively low, particularly in the private system, and that the extension mechanisms provided by the law do not appear to be applied in practice. The Committee therefore concludes that the situation in Lithuania is not in conformity with Article 6§2 of the Charter on the ground that the promotion of collective bargaining is not sufficient.

Self-employed workers

In a targeted question, the Committee asked for information on the measures taken or planned to guarantee the right of self-employed workers, particularly those who are economically dependent or in a similar situation to workers, to bargain collectively.

The report states that work is underway on legislation to implement the EU Directive on Improving Working Conditions on Digital Platforms, which will also address collective

bargaining in respect of self-employed individuals on digital platforms. Currently, platform workers in Lithuania are represented by the Courier Association, which was established in 2018 as the May Day Trade Union and operates on a territorial level, as well as the Courier and Drivers Association, which represents self-employed workers in the gig economy.

The Committee recalls that rapid and fundamental changes in the world of work have led to a proliferation of contractual arrangements designed to avoid the formation of employment relationships and to shift risk onto the labour provider. As a result, an increasing number of workers who are de facto dependent on one or more labour engagers fall outside the traditional definition of a worker (*Irish Congress of Trade Unions (ICTU) v. Ireland*, Complaint No. 123/2016, decision on the merits of 12 September 2018, §37). In establishing the type of collective bargaining protected by the Charter, it is not sufficient to rely solely on distinctions between workers and the self-employed; the decisive criterion is whether an imbalance of power exists between providers and engagers of labour. Where providers of labour have no substantial influence on the content of contractual conditions, they must be given the possibility of improving that imbalance through collective bargaining (*ICTU v. Ireland*, §38).

Conclusion

The Committee concludes that the situation in Lithuania is not in conformity with Article 6§2 of the Charter on the ground that the promotion of collective bargaining is not sufficient.

Article 6 - Right to bargain collectively

Paragraph 4 - Collective action

The Committee takes note of the information contained in the report submitted by Lithuania.

The Committee recalls that for the purposes of the present report, States were asked to reply to targeted questions for Article 6§4 of the Charter (see the appendix to the letter, whereby the Committee requested a report on the implementation of the Charter in respect of the provisions falling within Group 1).

In its previous conclusion (Conclusions 2022), the Committee held that the situation in Lithuania was not in conformity with Article 6§4 of the Charter on the ground that the police are denied the right to strike. The assessment of the Committee will therefore concern the information provided by the Government in response to the targeted questions, including the previous conclusion of non-conformity as related to the targeted questions.

Prohibition of the right to strike

In its targeted question, the Committee asked States Parties to indicate the sectors where the right to strike is prohibited as well as to provide details on relevant rules and their application in practice, including relevant case law.

According to the report, the Nuclear Energy Act prohibits workers employed at nuclear installations from striking. Ambulance workers are also prohibited from striking.

The Committee recalls that restricting strikes in specific sectors essential to the community may be deemed to serve a legitimate purpose where such strikes would pose a threat to the rights and freedoms of others or to the public interest, national security and/or public health (Matica Hrvatskih Sindikata v. Croatia, Complaint No. 116/2015, decision on the merits of 21 March 2018, §114; Conclusions I (1969), Statement of Interpretation on Article 6§4). Even in essential sectors, however, particularly when they are extensively defined, such as "*energy*", "*health*" or "*law enforcement*", a comprehensive ban on strikes is not deemed proportionate, to the extent that such comprehensive ban does not distinguish between the different functions exercised within each sector (Matica Hrvatskih Sindikata v. Croatia, Complaint No. 116/2015, decision on the merits of 21 March 2018, §114).

Simply prohibiting workers of these sectors from striking, without distinguishing between their particular functions, cannot be considered proportionate to the aim of protecting the rights and freedoms of others or for the protection of public interest, national security, public health, or morals, and thus necessary in a democratic society (Conclusions XVII-1 (2006), Czech Republic).

The Committee further recalls that where there is no provision for the introduction of a minimum service as regards the emergency and rescue services, nuclear facilities and the transport sector, and where strikes are simply prohibited for certain categories of workers, the situation in not in conformity with the Charter (Conclusions 2018, Ukraine).

Therefore, the Committee considers that the situation is not in conformity with Article 6§4 of the Charter on the ground that the prohibition on the right to strike for the ambulance workers and workers in nuclear facilities goes beyond the limits set by Article G of the Charter.

Also, according to the report, under the Internal Service Statute, officials in the following bodies are prohibited from striking, intelligence officers under Law on Intelligence, members of military service under Law on the Organisation of the National Defence System and Military Service, prosecutors under the Law on the Prosecutor's Office, officers of the Special Investigation Service under Law on the Special Investigation Service, officers of the Financial Crimes Investigation Service under the Law on the Financial Crimes Investigation Service, judges under the Law on Courts and diplomats under the Law on Diplomatic Service.

The Committee recalls that the imposition of an absolute prohibition of strikes to categories of public servants, such as police officers, prison officers, firefighters or civil security personnel,

is incompatible with Article 6§4, since such an absolute prohibition is by definition disproportionate where an identification of the essential services that should be provided would be a less restrictive alternative (Matica Hrvatskih Sindikata v. Croatia, Complaint No. 116/2015, decision on the merits of 21 March 2018, §114; see also Conclusions XVII-1 (2006), Czech Republic).

While restrictions to the right to strike of certain categories of civil servants, whose duties and functions, given their nature or level of responsibility, directly affect the rights and freedoms of others, the public interest, national security or public health, may serve a legitimate purpose in the meaning of Article G (Confederation of Independent Trade Unions in Bulgaria (CITUB), Confederation of Labour "*Podkrepa*" and European Trade Union Confederation (CES) v. Bulgaria, Complaint No. 32/2005, decision on the merits of 16 October 2006, §45), a denial of the right to strike to public servants as a whole cannot be regarded as compatible with the Charter (European Organisation of Military Associations (EUROMIL) v. Ireland, Complaint No. 112/2014, decision on the merits of 12 September 2017, §113, citing Conclusions I (1969), Statement of Interpretation on Article 6§4). Allowing public officials only to declare symbolic strikes is not sufficient (Confederation of Independent Trade Unions in Bulgaria (CITUB), Confederation of Labour "*Podkrepa*" and European Trade Union Confederation (CES) v. Bulgaria, Complaint No. 32/2005, decision on the merits of 16 October 2006, §§44-46).

Having regard to the nature of the tasks carried out by judges and prosecutors who exercise the authority of the State and the potential disruption that any industrial action may cause to the functioning of the rule of law, the Committee considers that the imposition of an absolute prohibition on the right to strike may be justified, provided such prohibition complies with the requirements of Article G, and provided the members of the judiciary and prosecutors are have other means through which they can effectively negotiate the terms and conditions of employment, including remuneration.

The Committee considers that the situation in Lithuania is not in conformity with Article 6§4 of the Charter, as read in conjunction with Article G of the Charter on the ground of the prohibition on the right to strike for a wide range of public servants including intelligence officers, officers of the Special Investigation Service and officers of the Financial Crimes Investigation Service.

In response to a request for additional information the report states that the right to strike of the police officers is prohibited under Article 23, Part 1, Point 7 of the Law on the Statute of the Internal Service of the Republic of Lithuania.

The report explains that the duties of the police are critical to the functioning of a democratic society and that any disruption in their services, such as through a strike, could have serious consequences. A police strike could lead to an increased crime, delayed emergency responses and a general breakdown in public trust and security. These outcomes would directly affect the rights of individuals to life, liberty and security and could undermine the rule of law. Moreover, it states that the police are a fundamental part of the national security infrastructure. Their continuous and reliable presence is vital for responding to threats such as terrorism, organized crime, and civil unrest. The Government deems that allowing police officers to strike could compromise the state's ability to protect its citizens and maintain constitutional order.

Finally, the report underlines the importance of ensuring state security in Lithuania in the current geopolitical context, especially considering the ongoing war in Ukraine and the security situation related to Belarus. Any disruption, such as a police strike, could weaken Lithuania's ability to respond to hybrid threats, including cyberattacks, disinformation, border provocations, mass migration pressures (such as orchestrated by Belarus in 2021–2022), civil unrest or emergency situations that could be exploited by hostile actors.

Concerning police officers, an absolute prohibition on the right to strike can be considered to be in conformity with Article 6§4 only if there are compelling reasons justifying why such an absolute prohibition on the right to strike is justified in the specific national context in question,

and why the imposition of restrictions as to the mode and form of such strike action is not sufficient to achieve the legitimate aim pursued (European Confederation of Police (EuroCOP) v. Ireland, Complaint No. 83/2012, decision on the admissibility and merits of 2 December 2013, §211). Where restrictions to the right to strike of police officers are so excessive as to render the right to strike ineffective, such restrictions will be considered to have gone beyond those permitted by Article G of the Charter. (European Confederation of Police (EuroCOP) v. Ireland, Complaint No. 83/2012, decision on the admissibility and merits of 2 December 2013, §211), This includes situations where police officers may exercise the right to strike, but only provided certain tasks and activities continue to be performed during the strike period, including the prevention, detection and documentation of criminal offences; arrests; regulation and control of road traffic; protection of people and property; border control and; prevention and handling of incidents at borders.(Conclusions 2022, North Macedonia).

The Committee previously concluded that that the situation in Lithuania was not in conformity with Article 6§4 of the Charter on the grounds that the prohibition on the right to strike for the police went beyond the limits set by Article G of the Charter (Conclusions2022). There has been no change to the situation therefore the Committee reiterates its previous conclusion,

According to the report the right to strike of the members of the armed forces is prohibited under Article 36, Part 7 of the Law on the Organization of the National Defence System and Military Service of the Republic of Lithuania. The right to strike is prohibited to protect national security, public order and the rights and freedoms of the others. Soldiers in Lithuania do not have the right to negotiate the terms of their service, including working conditions or pay, as these are strictly regulated by the Law on the Organization of the National Defence System and Military Service.

The right to strike of members of the armed forces may be subject to restrictions under the conditions of Article G of the Charter, if the restriction is established by law, and is necessary in a democratic society for the protection of the rights and freedoms of others or for the protection of public interest, national security, public health or morals. This includes a requirement that the restriction is proportionate to the aim pursued. The margin of appreciation accorded to States in terms of the right to strike of the armed forces is greater than that afforded to States Parties in respect of the police (European Organisation of Military Associations (EUROMIL) v. Ireland, Complaint No. 112/2014, decision on the merits of 12 September 2017, § 114-116).

Having regard to the special nature of the tasks carried out by members of the armed forces, the fact that they operate under a system of military discipline, and the potential that any industrial action disrupting operations could threaten national security, the Committee considers that the imposition of an absolute prohibition on the right to strike may be justified under Article G, provided the members of the armed forces are have other means through which they can effectively negotiate the terms and conditions of employment, including remuneration (European Organisation of Military Associations (EUROMIL) v. Ireland, Complaint No. 112/2014, decision on the merits of 12 September 2017, §117; Confederazione Generale Italiana del Lavoro (CGIL) v. Italy, Complaint No. 140/2016, decision on the merits of 22 January 2019, §152; European Organisation of Military Associations (EUROMIL) v. Portugal, Complaint No. 199/2021, decision on the merits of 11 September 2024, §100).

The Committee finds no information on other means by which members of the armed forces can effectively negotiate the terms and conditions of employment, including remuneration. Therefore the Committee concludes that the situation is not in conformity with Article 6§4 on the grounds that the prohibition on members of the armed forces goes beyond the limits permitted by Article G of the Charter.

Restrictions on the right to strike and a minimum service requirement

In its targeted questions, the Committee asked States Parties to indicate the sectors where there are restrictions on the right to strike and where there is a requirement of a minimum service to be upheld, as well as to provide details on relevant rules and their application in practice, including relevant case law.

The report states that under Labour Code a minimum level of service must be maintained in sectors covering healthcare, electricity supply, water supply, heat and gas supply, sewerage and waste disposal, civil aviation including air traffic control, communications, and rail and urban public transport.

The Committee recalls that the introduction of a minimum service requirement in these sectors might be considered to be in conformity with Article 6§4 of the Charter, as read in conjunction with Article G of the Charter (Matica Hrvatskih Sindikata v. Croatia, Complaint No. 116/2015, decision on the merits of 21 March 2018, §114, also Conclusions XVII-1 (2006), Czech Republic).

However, the Committee recalls that employers should not have the power to unilaterally determine the minimum service required during a strike.

The Committee notes from the report that a minimum level of service is determined by agreement between the parties to the collective dispute. In the absence of such an agreement a minimum level of service is determined by the labour dispute body. The committee composed of employer's and workers' representatives ensures that during a strike the minimum services requirement is maintained.

Prohibition of the strike by seeking injunctive or other relief

The Committee asked States Parties to indicate whether it is possible to prohibit a strike by obtaining an injunction or other form of relief from the courts or another competent authority (such as an administrative or arbitration) and if the answer is affirmative, to provide information on the scope and number of decisions in the past 12 months.

According to the report under Article 251 of the Labour Code an employer or employers' organisation may within five working days of receiving the notification of the intention to go on strike ask the court to adjudicate whether the strike is lawful. The court has to reach the decision within five days. Article 252 of the Labour Code sets out that the court may postpone the strike or suspend the strike that has started for the period of fifteen day in case of an imminent threat of non-compliance with a collective agreement or a decision of a labour arbitration concerning the provision of minimum services or essential services which may endanger life, health and safety of individuals.

The report further states that the court shall declare a strike unlawful if its aims are contrary to the Constitution of the Republic of Lithuania, Labour Code and other laws, if it is not declared in accordance with the procedures and requirements laid down by the Labour Code, if it is declared in cases where a strike is prohibited by law or if the notice is issued on the basis of demands not made in accordance with the procedure, political or otherwise, which are not related to the employment and related interests of the striking workers. Once a court decision declaring a strike unlawful has become final, the strike may not start and a strike in progress has to cease.

The Committee notes that, while political strikes (addressed at the government rather than at any particular employer) are generally not covered under Article 6§4, they are protected as a legitimate exercise of the right to strike in cases of conflicts of interests if they aim to protect the right to collective bargaining against the risks posed by legislative or policy initiatives from the government or from parliament.

Conclusion

The Committee concludes that the situation in Lithuania is not in conformity with Article 6§4 the Charter even taking into account the possibility of subjecting the right to collective action to restrictions under Article G, on the grounds that:

- a wide range of public servants, including intelligence officers, officers of the Special Investigation Service, officers of the Financial Crimes Investigation Service are denied the right to strike;
- the police are denied the right to strike;
- members of the armed forces are denied the right to strike and it has not been established that there are other means by which members of the armed forces can effectively negotiate their terms and conditions of employment, including remuneration.

Article 20 - Right to equal opportunities and equal treatment in matters of employment and occupation without discrimination on the grounds of sex

The Committee takes note of the information contained in the report submitted by Lithuania.

The Committee recalls that in the context of the present monitoring cycle, States were asked to reply to the targeted questions for Article 20 of the Charter (see the appendix to the letter, whereby the Committee requested a report on the implementation of the Charter in respect of the provisions falling within Group 1).

The assessment of the Committee will therefore concern the information provided in the report in response to the targeted questions.

The Committee recalls that the right to equal pay without discrimination on the grounds of sex is also guaranteed by Article 4§3 and the issue is therefore also examined under this provision for States Parties which have accepted Article 4§3 only.

Women's participation in the labour market and measures to tackle gender segregation

In its targeted question the Committee asked the report to provide information on the measures taken to promote greater participation of women in the labour market and to reduce gender segregation (horizontal and vertical) as well as information/statistical data showing the impact of such measures and the progress achieved in terms of tackling gender segregation and improving women's participation in a wider range of jobs and occupations.

Under Article 20 States Parties should actively promote equal opportunities for women in employment, by taking targeted measures to close the gender gap in labour market participation and employment. They must take practical steps to promote equal opportunities by removing *de facto* inequalities that affect women's and men's chances. The elimination of potentially discriminatory provisions must therefore be accompanied by action to promote quality employment for women.

States must take measures that address structural barriers and promote substantive equality in the labour market. Moreover, the States should demonstrate a measurable progress in reducing the gender gap in employment.

In its assessment of national situations, the Committee examines the evolution of female employment rates as well as the gender employment gap and considers whether there has been a measurable progress in reducing this gap. The Committee notes, that according to Eurostat in 2025 the female employment rate in the EU 27 stood at 71.3%, up from 70% in 2023, compared to 81% and 80.3% for males, respectively, revealing a gender employment gap of around 10%.

With regard to measures promoting greater participation of women in the labour market and reducing gender segregation, the report refers to several government initiatives. Amendments to the Labour Code have introduced flexible working arrangements, including the right to part-time work, remote work, flexible scheduling, and unpaid leave. These provisions particularly benefit pregnant employees, new mothers, breastfeeding workers, and parents of children under the age of eight (previously under three). Remote work may now be requested on a full-time basis, and access to flexible work scheduling has been significantly expanded.

Furthermore, the report refers to the new parental leave regime, introduced in 2023, which grants two months of non-transferable parental leave to both mothers and fathers for children born on or after 1 January 2023. Additional provisions allow parents of one child under 12 to take one paid day off every three months. Parents with two children, including at least one child with a disability, are entitled to two paid days off per month. These measures were enhanced as of August 2022.

To further support working parents in the public sector, Lithuania has introduced a reduced working week of 32 hours for workers with children under three years of age. This measure applies to staff in state and municipal institutions funded by public budgets, including state and municipal enterprises and the Bank of Lithuania. It is intended to facilitate the reintegration of parents into the workforce while maintaining their professional skills and workplace engagement. However, this provision does not extend to workers of non-budgetary institutions.

The Lithuanian Employment Service has taken proactive steps to support women's labour market participation. In collaboration with Women Go Tech, a program launched in 2023 encourages women to explore career opportunities in technology and technical fields. Career consultants provide personalised support to women returning to work after childcare leave, long-term unemployment, or other barriers. The "Moms Learn" project offers free educational programmes for mothers with children under three registered with the Employment Service, while entrepreneurship workshops held in 2023 and 2024 have focused on practical advice and success stories.

Finally, the Ministry of Economy and Innovation contributes to women's economic empowerment through inclusive entrepreneurship initiatives facilitated by the Innovation Agency. These programmes are designed to provide equal access to business development support. According to the report, women comprise the majority of participants in the Ministry's entrepreneurship programmes, 80% in the "50+" programme, for example—reflecting a strong interest among women in business. The Innovation Agency is currently led by a woman and has a Board composed of three women out of seven members.

To promote participation in high value-added jobs, the Ministry supports small businesses by enhancing digital skills through learning programmes. A significant focus is on e-commerce for SMEs and individual entrepreneurs, particularly those operating in co-working spaces.

The report refers to Lithuania's Employment Service that in 2024 analysed job preferences and found that women predominantly seek jobs in nursing and education—sectors with significant labour shortages. However, women show less interest in construction, engineering, and IT. Only 44.7% of women are looking for jobs in engineering or physical sciences. Some interest is growing in design-related engineering roles. Around 5% pursue electrical or electronics engineering, while 20% are interested in IT and communication systems roles. Software testing stands out as equally popular among men and women.

The Committee acknowledges that in Lithuania, the health and education sectors are the only professions where shortages are not being addressed by male workers. These areas continue to attract a predominately female workforce, especially in roles such as childcare, healthcare, and home care services. In education, gender disparities are particularly evident in preschool, primary, and special education, where 95% of job seekers are women. While women are more likely than men to seek leadership positions in health and education, only 2% show interest in managerial roles in construction.

The National Agency for Education is developing a network of STEAM education centres as part of an EU-funded project. These centres promote science, technology, engineering, arts, and mathematics by fostering cooperation between schools, municipalities, academia, and businesses. The aim is to inspire students, promote STEAM careers, and modernize educational environments.

Finally, the newly launched Regional Career Center "Karjeras" aim to reshape perceptions of careers by offering hands-on experiences in real workplaces to residents from age 14 and up. These centres help youth explore career options, visit companies, and challenge gender stereotypes. Complementary initiatives, like regular women's entrepreneurship workshops, support more positive attitudes toward women in business.

The Committee notes from Eurostat that in 2023 the female employment rate stood at 77% and at 79.4% in 2025, above the EU average. The gender employment gap has decreased

from 2.4% to 0.7% in 2025. The Committee considers that this represents a measurable progress.

Effective parity in decision-making positions

In its targeted question the Committee asked the national report to provide statistical data on the proportion of women on management boards of the largest publicly listed companies and on management positions in public institutions.

Article 20 of the Revised European Social Charter guarantees the right to equal opportunities in career advancement and representation in decision-making positions across both public and private sectors. To comply with Article 20, States Parties are expected to adopt targeted measures aimed at achieving gender parity in decision-making roles. These measures may include legislative quotas or parity laws mandating balanced representation in public bodies or electoral lists or public administration.

The Committee underlines that the effectiveness of measures taken to promote parity in decision-making positions depends on their actual impact in closing the gender gap in leadership roles. While training programmes for public administration executives and private sector stakeholders are valuable tools for raising awareness, their success depends on whether they lead to tangible changes in recruitment, promotion, and workplace policies. States must demonstrate measurable progress in achieving gender equality by providing statistical trends on the proportion of women in decision-making positions.

In its assessment of national situations, the Committee examines the percentage of women in decision-making positions in parliaments and ministries and considers whether a measurable progress has been made in increasing their share. The Committee notes from EIGE that 32.5% of the members of Parliaments were women in the EU27 in 2023 and 32.8% in 2025.

The Committee observes that Lithuania has taken steps to promote gender equality in both political and corporate spheres. A recent tender was launched to encourage greater participation of women in political life and elections, and to combat gender stereotypes in political activities. This initiative focuses on education, information campaigns, analysis, and advocacy. In the corporate sector, Lithuania is incorporating the EU Directive of November 23, 2022, into national law, to improve gender balance on the boards of listed companies by requiring that individuals of the underrepresented gender hold at least 33% of all director positions, including both executive and non-executive roles.

The report refers to the Equal Opportunities for Women and Men 2023-2025 Action Plan. This plan aims to promote gender equality, eliminate status differences between women and men, inform the public about measures to promote equal opportunities, and strengthen inter-institutional cooperation in this field. The plan includes several measures to improve statistical data on gender equality in positions of power.

One key action is the systematic collection and publication of data on the number of women in leadership roles within public sector institutions and political bodies. This includes detailed statistics on women politicians in the national Parliament and municipal councils, categorized by municipality, type of activity, and position held. Implementation of this measure was scheduled for 2024.

Additionally, the Ministry of Foreign Affairs actively tracks and shares data on the representation of women in diplomatic roles at various seniority levels. This information is disseminated through the Ministry’s website and social media channels to raise public awareness about gender equality and to challenge negative gender stereotypes. As part of these efforts, the Ministry organized a public discussion on March 5, 2024, titled *"Investing in Women, Accelerating Progress,"* during which the Chancellor presented gender distribution statistics within the Ministry and highlighted the ongoing issue of underrepresentation of women in leadership positions.

The Ministry of National Defence is also participating in this initiative by collecting and publishing data on the number of women holding leadership positions in the defence sector. These efforts aim to create greater transparency, promote accountability, and encourage institutional change by highlighting areas where gender imbalances persist.

To encourage women's participation in politics and reduce stereotypes, the Ministry of Social Security and Labour allocated funding in 2023 for a project led by nongovernmental organizations. The project, implemented by the Lithuanian Women's Lobby, aimed to promote women's involvement in political life and elections, and to combat gender stereotypes through information, education, and advocacy activities based on evidence and data-driven analytics. Key activities included public education campaigns, analytical monitoring of women's political engagement, advocacy for temporary special measures, and research into gender representation in political processes. The project also analysed political party programs and local elections, linking women's involvement to municipal gender equality. A strategy was developed to promote women's political participation through educational and informational initiatives.

According to the report in Lithuania the Government organised information campaigns and educational activities, along with the development of a "Strategy for the Promotion of Women's Political Participation." These efforts collectively aimed to foster a more inclusive political environment and promote equal opportunities for women and men in Lithuania.

The Committee notes from EIGE that in 2023 and 2025 the percentage of women in the parliament has not changed (28.6% and 28.4%) and remained below the EU average. There are no legislative candidate quotas in Lithuania. As regards women in senior ministerial positions, there was a significant drop in the percentage, from 46.7% to 26.7% from 2023 to 2025.

In light of the above, the Committee considers that there is insufficient measurable progress as regards participation of women in decision-making positions. Therefore, the situation is not in conformity with the Charter on this point.

Women's representation in management boards of publicly listed companies and public institutions

In its targeted question the Committee asked the national report to provide statistical data on the proportion of women on management boards of the largest publicly listed companies and on management positions in public institutions.

The Committee considers that Article 20 of the Charter imposes positive obligations on States to tackle vertical segregation in the labour market, by means of, inter alia, promoting the advancement of women in management boards in companies. Measures designed to promote equal opportunities for women and men in the labour market must include promoting an effective parity in the representation of women and men in decision-making positions in both the public and private sectors (Conclusions 2016, Article 20, Portugal). States must demonstrate a measurable progress achieved in this area.

In its assessment of national situations, the Committee examines the percentage of women on boards and in executive positions of the largest publicly listed companies and considers whether a measurable progress has been made in increasing their share. The Committee notes from EIGE the percentage of women on boards of large publicly listed companies amounted to 33.2% in 2023 and 35.1% in 2025 in the EU 27. As regards the percentage of female executives, it stood at 22.2% in 2023 and 23.7% in 2025.

According to the EIGE the share of women on management boards of large publicly listed companies stood at 25% in 2023 and 28.2% in 2025. The Committee notes that even if there has been a measurable progress, these indicators are still below the EU average, which indicates that insufficient progress has been made. As regards the percentage of women in executive positions, Lithuania is above the EU average with 28.7% in 2025.

Conclusion

The Committee concludes that the situation in Lithuania is not in conformity with Article 20 of the Charter on the grounds that:

• insufficient measurable progress was made in promoting the effective parity in decision-making positions

• insufficient measurable progress was made in promoting the representation of women on boards of largest publicly listed companies.