

EVALUATION OF THE EUROPEAN SOCIAL CHARTER



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Abbreviations

CDDH	Steering Committee for Human Rights
Charter (The)	European Social Charter
Convention (The)	European Convention of Human Rights
Court (The)	European Court of Human Rights
CSO	Civil Society Organisation
DAC	Development Assistance Committee
DIO	Directorate of Internal Oversight
ECRI	European Commission against Racism and Intolerance
ECSR	European Committee of Social Rights
EPSR	European Pillar of Social Rights
GC	Governmental Committee
GRECO	Group of States against Corruption
EU	European Union
ICESCR	International Covenant on Economic, Social and Cultural Rights
ILO	International Labour Organisation
INGO	International Non-Governmental Organisation
KII	Key Informant Interview
NGO	Non-Governmental Organisation
OECD	Organisation for Economic Co-operation and Development
QCA	Qualitative Comparative Analysis
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNEG	United Nations Evaluation Group

Executive summary

Overview of the evaluation object

1. The European Social Charter (hereafter “the Charter”) is a treaty of the Council of Europe, codifying social rights commitments. Complementing the European Convention on Human Rights (the Convention), the Charter focuses on economic and social rights, encompassing several areas, such as employment, health, education, social protection, and welfare. The Charter provides a legal framework for advancing these rights, supported by a monitoring mechanism that assesses state compliance. In 2022, a reform package was adopted, which aimed at modernising the monitoring process, reducing administrative burdens, and enhancing dialogue with member states.

Evaluation objectives and intended audience

2. This evaluation assessed the extent to which the Charter achieved its objectives. Additionally, the evaluation explored the Charter’s role within the broader human rights framework, identifying areas for improvement to enhance its relevance, coherence, efficiency, and effectiveness.

3. The specific objectives of the evaluation included:

- To assess the relevance of the Charter in member states, as reflected in national policy, legislation and practices;
- To assess the extent to which member states have changed their policies, legislation and practices to bring situations into conformity with the Charter based on the shortcomings identified by the monitoring mechanism;
- To assess the progress of the reform process to date. The reform was mostly assessed in terms of whether it is moving in the right direction and if all necessary elements for the reform of the Charter are in place;
- To assess the Charter’s added value in relation to similar international mechanisms.

4. The intended audience includes Senior Management of the Directorate of Social Rights, Health, and Environment, member states, civil society organisations, and other stakeholders. The evaluation results aim to inform strategic planning and support ongoing dialogue between the Council of Europe, its member states, and external partners.

Evaluation methodology

5. This evaluation employed a mixed methods approach to ensure a comprehensive understanding of the Charter:

- **Document Analysis:** Reviewed programme documents, the Charter monitoring reports, and related international treaties.
- **Stakeholder Consultations:** Conducted 92 interviews and observations with representatives from member states, civil society, the European Committee of Social Rights (ECSR), and international organisations to incorporate diverse perspectives, ensuring balanced findings and actionable recommendations. Data was collected virtually and in person. Field visits were carried out in Finland, Portugal, the Netherlands and the Republic of Moldova.
- **Qualitative Content and Qualitative Comparative Analysis (QCA):** Examined trends and causal relationships to identify factors affecting the Charter compliance and implementation.

6. Limitations included data quality discrepancies across member states and the limited implementation time of the 2022 reform, which constrained the ability to fully assess its outcomes.

Key findings

7. **Relevance:** The Charter continues to play a vital role in protecting and promoting social rights across Europe. Its provisions are particularly significant in addressing contemporary challenges, such as the aftermath of the COVID-19 pandemic, cost-of-living crises, and the need for robust protections for vulnerable groups. At the same time, further adaptations to emerging issues, such as environmental and digital rights still need to be further incorporated. However, the Charter's visibility remains limited among key stakeholders, including national governments, civil society organisations, and the public, reducing its perceived relevance.

8. **Coherence:** The Charter complements the Convention and aligns with other international standards, such as those of the International Labour Organization (ILO) and the European Union (EU). Despite these synergies, overlaps between the Charter and other instruments create inefficiencies and reduce the overall added value of the reporting system. The key stakeholders' perception of social and economic rights as secondary to civil and political rights within the Council of Europe framework further weakens its coherence.

9. **Efficiency:** The 2022 reform has introduced several measures to streamline processes and reduce administrative burdens. Innovations, such as targeted questions and ad-hoc reporting have shown potential to make monitoring more responsive and focused. However, efficiency challenges persist, including lengthy reporting cycles, limited follow-up mechanisms, and resource constraints within the ECSR.

10. **Effectiveness:** The Charter has had a measurable impact on shaping national policies and legislation, particularly in areas, such as labour rights and anti-discrimination. However, its effectiveness varies significantly across member states, often influenced by political will and institutional capacity. The collective complaints procedure is an important tool for ensuring accountability but remains underutilised due to its limited adoption by states and barriers faced by civil society organisations. While the reform has improved dialogue and mutual learning, further efforts are needed to enhance the Charter's practical implementation.

11. The evaluation highlights the Charter's role in safeguarding social rights across Europe, particularly in addressing contemporary challenges such as economic instability, social inequality, and protecting vulnerable groups. However, despite its relevance and complementarity to other international standards, the Charter's potential impact is diminished by persistent challenges. These include limited visibility, fragmented coherence within the broader human rights framework, and inefficiencies in its monitoring mechanisms. While the 2022 reform represents a positive step toward improving efficiency and fostering dialogue, its full impact has yet to materialise. These findings emphasise the need for targeted outreach, strengthened cooperation between monitoring bodies and member states, and greater engagement with civil society to enhance the Charter's overall effectiveness and ensure its continued relevance in an evolving social and political landscape.

Main recommendations

R1. Increase the visibility of the Charter through targeted, high-visibility events and outreach, focusing on national parliaments, NGOs, legal professionals, and key national stakeholders to foster greater engagement.

R2. Increase dialogue between the Charter monitoring bodies and member states with particular emphasis on improving interaction between the ECSR and the GC to enhance contextual understanding and avoid non-conformity decisions based on incomplete information or lack of context.

R3. Promote the collective complaints procedure among government officials and national parliaments, emphasising its advantages in targeted reporting and reducing the broader reporting burden.

R4. Review the value of ad hoc reports, assessing to what extent they can complement regular monitoring reports to enhance peer learning and address emerging issues.

R5. Decrease the time between receiving reports and publishing conclusions to improve responsiveness and reduce the time gap that currently limits impact.

R6. Advocate for greater involvement of national civil society organizations in the collective complaints procedure to hold governments accountable and foster public support for social rights.

R7. Integrate national parliaments, NGOs and civil society more closely into follow-up efforts to enhance implementation of resolutions and ECSR conclusions or recommendations. Create a broader support network for the Charter objectives.

R8. Strengthen the implementation of the Charter by linking it more closely with Council of Europe co-operation activities in member states, allowing for better alignment with national priorities and resource allocation.

1. Introduction

12. The Council of Europe commissioned a team of independent consultants¹ to conduct the evaluation² of the Charter.

1.1. Evaluation object

13. The Charter is an international treaty that addresses human rights that revolve around employment, housing, health, education, social protection, and welfare. In this context, the Charter has evolved into a Treaty System³ (see figure 1) that integrates international standards on social rights with a mechanism to monitor their implementation within the member states.⁴

14. The 1961 European Social Charter accompanies the European Convention on Human Rights (the Convention) by addressing economic and social rights. It ensures non-discriminatory access to fundamental social and economic

rights within a social policy framework that Parties commit to pursuing. Notably, it guarantees rights, such as work, organisation, collective bargaining, social security, social and medical assistance, family protection, and migrant worker assistance.

15. Out of the 46 member states of the Council of Europe that have signed the Charter, 42 have ratified it (i.e., all member states except for Liechtenstein, Monaco, San Marino, and Switzerland). The 1988 Additional Protocol to the 1961 European Social Charter adds rights for gender equality in employment, worker consultation, workplace improvement, and elderly social protection. The 1996 revised European Social Charter consolidates the 1961 Charter and 1988 Protocol, adding new rights and amendments. It ensures fundamental social and economic rights, reflecting Europe's evolution since 1961. New rights include protection against poverty, social exclusion, and harassment, as well as housing, termination of employment, and equal opportunities for workers with family responsibilities. Amendments enhance non-discrimination, gender equality, maternity protection, and protections for employed children and people with disabilities.

16. Out of the 44 member states of the Council of Europe that have signed the revised the Charter (except for Liechtenstein and Switzerland), 36 have ratified it (except for Croatia, Czechia, Denmark, Liechtenstein, Luxembourg, Monaco, Poland, San Marino, Switzerland, and United Kingdom). The 1991 Amending Protocol significantly enhances the Charter's control mechanisms by clarifying the roles of the Committee of Ministers and the Parliamentary Assembly, details the functions of the European Committee of Social Rights (ECSR) and the Governmental Committee

Figure 1: The Charter's treaty system (Council of Europe Website, 2024)



1. The consultancy commissioned for this evaluation is Mainlevel Consulting AG.

2. Evaluation budget of 74,227 €

3. <https://www.coe.int/en/web/european-social-charter/overview>.

4. Albania, Andorra, Armenia, Austria, Azerbaijan, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Republic of Moldova, Monaco, Montenegro, Netherlands, North Macedonia, Norway, Poland, Portugal, Romania, San Marino, Serbia, Slovak Republic, Slovenia, Spain, Sweden, Switzerland, Türkiye, Ukraine, United Kingdom

(GC), and strengthens the involvement of social partners and non-governmental organizations (NGOs).

17. The 1995 Additional Protocol introduces a collective complaints system to enforce Charter rights. Social partners and NGOs can file complaints against ratifying states.⁵ The ECSR transmits the report containing its decision on the merits to the Parties and to the Committee of Ministers. Once the Committee of Ministers has adopted a recommendation (or resolution)—no later than four months after the transmission to the Committee of Ministers—the Parties are at liberty to publish the contents of the decision. Based on this report, the Committee of Ministers may adopt either a recommendation, where the ECSR has found violations of the Charter, or a resolution, where no violation is found.

18. The evaluation considers the reform process of the Charter, which began at the 2014 Turin High-level Conference to reaffirm state commitments to social as well as economic rights and led to operational changes in 2022. These changes aim at modernising reporting procedures and enhancing dialogue among the ECSR, the Governmental Committee, national authorities, and relevant institutions and organisations. The updated system now requires member states to report on two (instead of formerly four) groups of provisions biennially (instead of annually), ensuring all are reviewed every four years. Member states bound by the collective complaints procedure report on one group every four years and on both groups every eight years, integrating decisions on collective complaints. Additionally, ad hoc reports on emerging social issues can be requested, such as for the 2023 cost-of-living crisis. The ECSR and Governmental Committee provide targeted questions to streamline reporting and reduce the burden on member states, with the ECSR issuing conclusions on conformity with the provisions of the Charter and the Governmental Committee proposing recommendations for national compliance. The Committee of Ministers will then adopt these recommendations which in turn leads to follow-up dialogue with member states, social partners and civil society.

19. At the high-level conference in Vilnius in July 2024, a political declaration reaffirms commitments to social justice and rights, condemning military aggression, supporting displaced Ukrainians, as well as urging states to ratify the Revised Social Charter (1996), consider additional commitments—including the acceptance of collective complaints procedure— and enhance cooperation for improved implementation and monitoring of the Charter.

1.2. Purpose and scope

20. The purpose of the evaluation is to assess how the Sub-Programme⁶ on the *Effective Implementation of the Charter* helps member states meet Charter obligations and enhances citizens' social rights. The evaluation will be used to inform decision-making, ensure accountability, and guide strategic planning for Secretariat staff, Senior Management of the Directorate of Social Rights, Health and Environment, and relevant entities⁷ in future programming. Its objectives revolve around

5. The following countries have ratified the collective complaints procedure: Belgium, Bulgaria, Croatia (based on 1961 Charter), Cyprus, Czechia (based on 1961 Charter), Finland, France, Greece, Ireland, Italy, the Netherlands, Norway, Portugal, Slovenia, Spain, and Sweden.

6. The Sub-Programme on the Effective Implementation of the Charter refers to the Council of Europe's efforts under the Charter framework to monitor, assess, and support member states in fulfilling their commitments to social rights. This includes activities such as monitoring mechanisms, reporting procedures, and capacity-building initiatives aimed at strengthening social rights protection and implementation.

7. Relevant entities are the ECSR, Governmental Committee of the Charter and the Code, Parliamentary Assembly, Committee of Ministers, the Private Office of the Secretary General and the Deputy Secretary General, and the Directorate of Programme and Budget.

the extent to which this sub-programme effectively achieves its intermediate outcome (cf. ToR for the specific objectives under para. 38).

21. The scope of this evaluation focuses on activities from 2020–2024 under the sub-programme, focusing on its monitoring mechanism and standard-setting, based on the reports by the ECSR and additional work done by Council of Europe's intergovernmental committees, such as by the CDDH on social rights, as well as contributions from the European Committee for Social Cohesion (discontinued as from 2024) and its predecessor the European Social Cohesion Platform between 2020 and 2024.

1.3. Evaluation design and methodology

22. The evaluation design and methodology were informed by an in-depth inception phase at the beginning of the evaluation. Mainlevel pursued a complementary approach that built on information available in official publications as well as in internal reports and analyses. In this vein, Mainlevel conducted an initial assessment of available information and used exploratory interviews in the inception phase with key Council of Europe stakeholders (n=6). These virtual one-on-one interviews with senior policymakers and programme managers within the Council of Europe allowed to identify key focal areas and address any initial concerns or expectations from the evaluation. As a result, it was possible to adapt its methodological approach and refine the evaluation framework while considering all relevant perspectives (i.e., participatory evaluation approach).

23. The evaluation employs a comprehensive approach focusing on four OECD-DAC criteria: relevance, coherence, efficiency, and effectiveness. These criteria provided a structured framework to assess how well the Charter's objectives align with the needs of member states, the Charter's integration with other legal frameworks, the efficiency of its processes, and its overall effect and potential impact on member states' policies and practices.

24. The evaluation relied on a mixed-methods approach. Secondary data collection included programme documents, ECSR monitoring reports, Council of Europe evaluation reports, and other relevant literature as specified in the evaluation matrix. These data were crucial for building on existing insights and triangulating findings from primary data collection, particularly in terms of the effectiveness of the Charter and protection of social and human rights.

25. Primary data collection relied mostly on observations and semi-structured key informant interviews (KII) to ensure participatory data collection, comprehensive coverage of evaluation questions and data triangulation. The evaluation team observed, either in person or remotely, key events and sessions related to the Charter. These included the high-level conference in Vilnius on July 4, 2024, and sessions of the ECSR⁸ until October 2024. KII targeted individuals with in-depth knowledge of the Charter's functioning and impact. Where possible and applicable, the evaluators ensured that the group of key informants was diverse, representing, for instance, different genders, age groups, ethnicities, etc. Overall, KII with 92 individuals were conducted. This group included Council of Europe staff members, representatives from member states, civil society organisations, and international partners, such as the European Union (EU) and the United Nations' International Labour Organisation (ILO). The purpose of these interviews was to gather detailed insights regarding the implementation and impact of the Charter, delving into specific aspects of the Charter's

8. Sessions of the ECSR: 1-5 July 2024 (during High-level conference in Vilnius, Lithuania); 9-13 September 2024; 14-18 October 2024.

operation, successes, and challenges. The semi-structured nature of these interviews allowed for guided yet flexible discussions that could adapt to the informants' expertise and insights.

26. Qualitative data was assessed through content analysis and Qualitative Comparative Analysis (QCA). Quantitative secondary data complemented the qualitative assessment, in particular the QCA. The Qualitative content analysis involved a systematic, criteria-based examination of the KII and secondary data. The evaluation criteria were based on the evaluation questions, as specified in the evaluation matrix (see Appendix 2), guiding the analysis to assess the relevance, coherence, effectiveness, and efficiency of the Charter. Due to the volume of the project documents, the analysis focused on key terms (codes) derived from the evaluation questions. The coding process ensured systematic analysis and interpretation of the data.

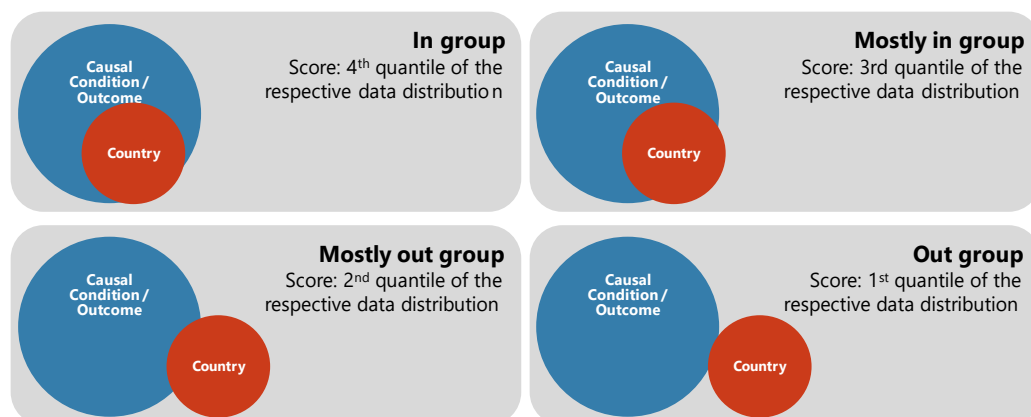
27. To evaluate the effectiveness of the Charter and the conditions under which member states comply with its provisions, the evaluation reverted to Qualitative Comparative Analysis (QCA). Developed by Charles Ragin (1987), QCA examines how different conditions contribute to an outcome. It allows for systematic comparisons across cases to explore what causes differences in outcomes. A case is represented by the member States (signatory) and the QCA establishes causation on the basis of systematic comparison across a number of cases (all signatories). It is a set-theoretic method that combines qualitative and quantitative approaches to identify patterns and causal relationships in complex social phenomena. It analyses how multiple causal conditions systematically combine to produce specific outcomes (Fiss, 2007; Ragin, 2008). To evaluate the effective implementation of the Charter, the focus was on the intermediate outcome of the Theory of Change (ToC) framework: "Member states have changed their policies, legislation, and practices to bring situations into conformity with the European Social Charter and the European Code of Social Security when the monitoring mechanisms identify shortcomings." To measure this intermediate outcome, an indicator (measurable variable) was employed: The proportion of conclusions of conformity related to a selected member state, compared to the total number of conclusions for that state examined by the ECSR (i.e., provisions examined in the context of annual reporting and collective complaints) from 2020 to 2024. The latest conclusions of the ECSR were used as a reference. Given the manageable number of cases (n=42), all the Charter signatories were included without sampling, with qualitative data transposed into quantitative figures to uncover causal configurations for the Charter conformity.

28. To identify the causal conditions influencing the effectiveness of the Charter, key stakeholders and reference groups were consulted during the evaluation's inception phase, resulting in the selection of four primary causal conditions (see table 1). These were determined to be either necessary, sufficient, or both for achieving the desired intermediate outcome. High-quality data was available for 41 of the 42 the Charter signatories,⁹ allowing nearly the entire population to be included in the analysis. To enhance robustness and minimise the probability of random results (cf. Marx and Duşa, 2011), two additional conditions—acceptance of the revised charter and the collective complaints procedure—were incorporated, totalling six causal conditions. Calibration, a crucial step in converting qualitative insights into quantitative data, was applied using both crisp sets (binary values scored as 0 or 1) and fuzzy sets (values scored between 0.0 and 1.0). These conditions were operationalised with well-defined metrics and data sources, ensuring consistent scoring across all cases as QCA requires an assessment of the extent to which a specific case falls "within group" or "outside group" for a given causal condition or the outcome. For the fuzzy sets, calibration is based on four progressively different relationships to a group (see figure 2). Appendix

9. The civil society participation index was not available for Andorra, for which it had to be excluded from the subsequent QCA.

3 discloses the full analysis while Appendix 4 provides the overview of the data set and its descriptive statistics, on which calibration is based.

Figure 2: The relationships between country cases and causal conditions for calibration



Source: Adapted from Independent Evaluation Group

Table 1: Overview of the selected key causal conditions for QCA

Causal condition	Rationale	Operationalisation
Fiscal Space	The fiscal space may affect the implementation of social rights protections due to available resources.	2020–2022 average general government gross debt-to-GDP ratio <i>Data source:</i> World Bank indicator ¹⁰
EU Membership Status	Membership or candidacy in the European Union may affect compliance due to additional pressure and alignment with EU standards.	Distinction between EU member states, EU candidate states, and non-EU member states <i>Data source:</i> Country profiles
Conformity with the European Convention of Human Rights	States that are engaged and committed to the European Convention of Human Rights are expected to adhere better to the European Social Charter.	Inverse of the total number of judgements with at least one violation of the Convention related to social rights declared by the European Court of Human Rights (the Court) between 2020 and 2024 <i>Data source:</i> Conclusions in the metadata for each judgment in the HUDOC database ¹¹
Civil Society Engagement	Active engagement of civil society organisations can drive changes and hold governments accountable for implementing social rights protections.	2020–2023 average civil society participation index (by V-Dem Institute, based at the University of Gothenburg in Sweden) ¹²

29. **Field Visits:** The evaluation team conducted field visits to four countries. These countries were selected based on their representation in the QCA sample and their varied contexts and conditions, enabling a deeper exploration of key issues. The visits allowed for direct engagement with stakeholders to gather detailed information, provide contextual understanding, and validate findings. This approach offered valuable insights within the constraints of available resources.

10. <https://prosperitydata360.worldbank.org/en/indicator/WB+CCDFS+ggdy>

11. Human Rights Documentation database of the European Court of Human Rights, providing access to the Court' case-law, decisions and legal summaries.

12. The index combines information on the extent to which major civil society organizations are routinely consulted by policymakers, how many people are involved in them, women can participate, and candidate nomination for the legislature within parties is decentralised or made through primaries. Retrieved from <https://ourworldindata.org/grapher/civil-society-participation-index>.

30. **Member states selected for onsite field missions:**

- **Finland:** Finland was chosen due to its unique position as the only member state where national NGOs can file complaints against the government. Its established engagement with the Charter and its role within the Nordic region offered an important case for examining the operational implementation of the Charter standards and civil society participation.
- **Portugal:** Portugal was selected for its comprehensive adoption of the Charter provisions and active role in advancing social rights policies. Its ongoing reforms in this area provided an opportunity to examine implementation practices and gather insights from recent developments in national social policy.
- **The Republic of Moldova** was included as a field visit location for its role as an EU candidate country, offering a perspective on how the Charter informs alignment with EU social policies. As an Eastern European nation, Moldova brought valuable insights into region-specific socio-economic and political challenges. Additionally, the Republic of Moldova will host the next High-Level Conference in 2026.
- **The Netherlands** was selected for its well-established institutional structures and strong social policy framework, providing a relevant case for analysing the integration of the Charter standards into national systems. As a Western European country, it offered perspectives on addressing contemporary social challenges, such as flexible work arrangements and digital rights, within the Charter framework. Its active use of the collective complaints mechanism added further depth to the evaluation.

1.4. **Limitations**

31. While the variability between member states allowed for an examination of the Charter's effect across different contexts and increased the comprehensiveness of the evaluation, it also presented some challenges in direct comparability. Each member state has accepted different kinds and number of provisions of the Charter and shows varying degrees of progress in terms of compliance with the Charter and protection of social rights in their countries. Additionally, the most recent monitoring reports for the member states originated from different years, reflecting progress statuses at various points in time due to the unique circumstances of each country. Moreover, the qualitative data retrieved and analysed were only valid for the respective member states and, therefore, could not be generalised to all Council of Europe member states.

32. Likewise, interview partners were selected through purposive sampling, where emphasis was placed on capturing a broad range of relevant perspectives, considering various stakeholder groups (see Appendix 1) and ensuring regional distribution. However, no representative selection of countries was made when choosing interviewees. Through careful analysis and triangulation with document reviews, the evaluation team sought to mitigate the risk of certain perspectives being over- or under-represented.

33. Regarding the QCA, it relies on the strength of the underlying understanding of the subject matter that is being evaluated. In this vein, the operationalisation of the causal conditions and outcome as well as the interpretation of the linkages between them is contingent on the extent and the consistency of the evidence gathered through the qualitative research approach (i.e., interviews, field visits, document analysis).

34. While the evaluation examines the reform process aimed at modernising the Charter system and its implications, it has primarily focused on potential outcomes. As the reform package was adopted by the Committee of Ministers in May 2022 and began to be phased in from 2023, it is still too early to conduct a robust empirical analysis of its effectiveness. Therefore, the reform was

assessed mainly in terms of whether it is moving in the right direction and whether all necessary elements for the reform of the Charter are in place.

2. Findings

2.1. Relevance

35. The assessment of the relevance criterion examined the extent to which the objectives of the Charter and its procedures are relevant to the needs of member states to safeguard social rights for their citizens. It also evaluated the Charter's relevance in establishing a framework to protect and secure the rights of vulnerable and disadvantaged groups, as well as its relevance and understanding of recent political and contextual challenges.

Key finding 1 - The social rights outlined in the Charter provisions are perceived as highly relevant, topical, and comprehensive, but their safeguarding in member states depends on the effective application and enforcement of these provisions.

36. The evaluation finds the Charter to be comprehensive regarding the scope of rights but also the target groups (rights holders) covered. The Charter is relevant in the sense that it is considering key needs and interests of rights-holders as well as the regulatory gaps of some member states.

*"Social problems are human problems"
(interviewee)*

37. The Charter includes a broad scope of social rights which are of high relevance for member states. The evaluation has identified key social rights areas and provisions that stand out due to their relevance in recent years:

- Housing rights, especially for vulnerable groups, such as Roma, homeless or people with disabilities;
- Social rights that function as safeguards against poverty risks, e.g., unemployment benefits, social security;
- Labour and workers' rights, in particular fair wages, working time, safety, and rights related to trade unions, representation and collective action;
- Health rights, especially for older persons;
- Gender equality, especially equal remuneration;
- Children's rights.

38. In addition, several emerging social rights areas have been identified as relevant, including rights related to migration and environment. These social rights are only partially or indirectly covered by the Charter or face challenges in implementation by the member states. For instance, environmental rights have been indirectly addressed by the monitoring bodies, particularly the ECSR, which has interpreted the right to health to include the right to a healthy environment. However, more explicit environmental protections are found in other instruments, such as the Aarhus Convention on Access to Information, Public Participation in Decision-Making, and Access to Justice in Environmental Matters, and EU initiatives like the Green Deal. These instruments address environmental concerns more directly but also highlight areas where the Charter could potentially expand or refine its provisions to remain relevant. In the field of migration, frameworks, such as the Convention, EU directives (e.g., the Asylum Procedures Directive and the Reception Conditions

Directive), and the Global Compact for Migration provide complementary mechanisms for addressing migration issues. However, these frameworks primarily focus on regular migration or refugee protection, leaving a significant gap in protections for irregular migration. This gap is compounded by the lack of political will among some member states to fully implement these rights under the Charter system, creating practical barriers for rights holders.

39. Finally, while the Charter includes various poverty safeguards, key economic rights that might function preventively, such as the right to water, food or energy, are not yet explicitly included in its provisions (though recognised in its case law). This is a significant difference to various treaties under the UN system which cover these rights. For instance, the United Nations' International Covenant on Economic, Social and Cultural Rights (ICESCR) explicitly recognises the right to an adequate standard of living, which includes adequate food, water, and housing (Article 11). Similarly, the Sustainable Development Goals (SDGs), particularly Goal 6 (Clean Water and Sanitation) and Goal 7 (Affordable and Clean Energy), advocate for universal access to these essential resources.

The Charter aims to address also the labour rights of undocumented workers and other vulnerable groups who face high levels of exploitation (cf. Doc_10, p.1; Doc_116, p. 26)

40. Regarding the coverage of rights holders, the rights of major target groups, such as women, children, and people with disabilities are well addressed, as confirmed by interviews as well as documents analysis. For instance, the Charter ensures legal frameworks that safeguard the rights of vulnerable groups, including Roma and migrants, by focusing on non-discriminatory access to social rights.

41. For many of these groups, e.g., people with disabilities, protection was significantly expanded under the revised charter. It introduced a more developed right of persons with disabilities to independence, social integration, and participation in the life of the community. However, there are still notable gaps in the provisions regarding the protections for informal workers who are not registered, regulated, or covered by existing legal or regulatory frameworks, LGBTQIA+ individuals, and youth in transition (even if these groups have been partially taken into account in the Charter's case law). Furthermore, while the Charter acknowledges the discrimination of specific groups, multiple / intersecting forms of discrimination are not sufficiently appreciated. This gap is partially addressed by other instruments, such as the European Commission against Racism and Intolerance (ECRI) (see also Relevance, Key finding 5).

42. Views on how to address the abovementioned gaps, e.g., via additional provisions, differ. While the interpretative leeway has been applied to keep the Charter flexible and include additional topics and rights- holders in existing provisions, formulations can also be narrowly interpreted or lack the accuracy needed to push for the realisation of rights. Voices in favour of additional provisions point in particular to the inclusion of environmental rights.

43. Several positive examples have been identified where the Charter system has proven its relevance and adaptability to emerging issues. During the COVID-19 pandemic, the Charter system ensured the protection of health rights, particularly for vulnerable groups such as the elderly, who were at greater risk. This was reflected in the ECSR's interpretative application of Charter provisions, which stressed the need for equitable access to vaccinations and healthcare services. The Charter monitoring bodies also encouraged civil society diversification by protecting the rights of small trade unions against bigger and more established unions.

Key finding 2 - Stakeholders have limited awareness of the Charter, which negatively affects the Charter's relevance.

44. While the social rights themselves are appreciated for their relevance, stakeholders report a general lack of awareness in relation to the existence of the Charter, its relevance for national legal frameworks or its applicability for rights holders (see also Coherence – Key finding 5 on visibility). The limited visibility is seen as a key issue for the Charter's relevance, as legal practitioners or social rights advocates rarely refer to the Charter.

Key finding 3 - Given the growing legal body on social rights in established welfare states, the Charter is perceived as less relevant than in the past as primary legal reference.

*"We understand ECSR recommendations as guidelines."
(interviewee)*

45. The Charter has been highly influential in shaping and reinforcing national and international legal frameworks and policies to protect social rights, providing a guiding structure for legislation across various sectors. Many social rights safeguarded by the Charter have since been institutionalised in various legal instruments and constitutional systems. For instance, the EU Charter of Fundamental Rights (2000) the UN's Conventions on the Elimination of All Forms of Discrimination against Women (1979) and on the Protection of the Rights of All Migrant Workers and Members of Their Families (1990), its Child Rights Convention (1989) and others all incorporate important principles foundational to the Charter and ensure that these rights are upheld across multiple platforms. The Charter has also inspired constitutions, for instance in southern Europe, that now comprehensively cover social rights, as well as European initiatives seeking to further enhance social rights legislation, such as the European Pillar of Social Rights. The EU increasingly incorporates social rights in its directives such as the Work-Life Balance Directive, which echoes provisions in the Charter related to parental leave and gender equality. Another example is the Transparent and Predictable Working Conditions Directive, which aligns with Charter provisions on fair working conditions and protection from precarious employment. In addition, past legislative adaptations at national levels, possibly informed by the Charter monitoring and recommendations, have enshrined social rights in the national legislative frameworks. For example, the Charter's monitoring conclusions have been used to advocate for reforms in areas such as equal pay and housing rights. The extent to which these changes are directly attributable to the Charter monitoring probably varies and cannot be exactly determined. Stakeholders from established welfare states thus note a decreasing awareness of the Charter as national frameworks and the EU directives become primary legal references. At the same time, EU candidate states integrate the Charter standards in their national legislation as part of the accession process. For instance, Serbia has implemented reforms to align labour laws with the Charter provisions, particularly in the areas of non-discrimination and workplace safety. Similarly, Montenegro has worked to strengthen social protection systems in line with the Charter standards. While this alignment supports social rights, it reflects broader efforts to meet EU accession requirements, indicating a potential byproduct rather than a direct result of the Charter itself. While alignment of social rights legislation with the Charter's objectives can be ascertained, the Charter's relevance as the legal standard setter and primary reference has decreased, at least for most member states, by the successful integration of social rights in national and international legislations.

46. Both qualitative interviews and the QCA (see Appendices 3 and 4 for complete analysis) further corroborate this finding by revealing that the Charter standards play rather a prerequisite role to EU membership than vice versa. While EU membership is not a necessary condition for the Charter conformity, it is a core condition¹³ that reflects the relevance of the charter for the EU. In fact,

13. A core condition represents a key condition that appears in both parsimonious and intermediate solutions of a QCA, indicating its consistent presence in combinations of conditions leading to the outcome.

as interviews have confirmed, the connection between EU membership and the Charter conformity evidenced in this finding refers to the Charter conformity serving as a stepping stone for member states striving to meet the social rights standards required for EU membership accession. This was the case with most EU member states (e.g., Finland) that nowadays are established social welfare states with robust social rights systems supported by tripartite structures and strong civil society engagement. According to interviews, the relevance of the Charter as primary legal reference has decreased for these states in the past years as they now rely primarily on their respective national legislations than on the Charter in terms of social rights. Yet, the Charter continues to be relevant for Eastern European Council of Europe member states in terms of a legal reference for shaping their legislation towards conformity with EU standards.

47. For many countries, the Charter's ratified status makes it an equivalent legal basis, mandating alignment and frequently prompting specific changes, such as the adaptation of labour codes to enhance worker protections and secure retirement rights. Examples include reforms in countries like Portugal, where the Charter provisions influenced updates to labour laws to strengthen collective bargaining rights, and Finland, where the Charter's standards supported policies ensuring equitable retirement benefits. It thus remains a fundamental reference and legal framework, shaping social policy and ensuring that national laws adhere to international standards, specifically in relation to social and economic rights that have not yet been institutionalised in other treaties or national legislation.

Key finding 4 - the Charter is an important safety net when other national and international legislative frameworks fail.

48. While the Charter's relevance as primary legal reference for developing and interpreting legislation might have decreased, its practical relevance in enforcing social rights when other frameworks fail seems to persist. Europe has faced a series of crises that have significantly impacted its social, political, and economic landscape. These include (1) the financial and economic crisis which severely limited states' financial resources and led to persistent unemployment, (2) the war in Ukraine which led to a humanitarian crisis in Ukraine itself but also to political and security challenges across Europe, (3) significant increases of migration, including refugees from Ukraine and other conflict-affected countries as well as irregular migration, (4) the health crisis (and related economic challenges) caused by the COVID-19 pandemic, (5) the current cost-of-living crisis caused by inflation and economic downturn.

49. Social rights are increasingly under pressure when democratic and fiscal spaces decline, or when conflicting policy fields dominate the discourse. In light of this, the Charter is perceived as

*"[The Charter] keeps us as a country in a certain line, you cannot change 180 degrees."
(interviewee)*

*"The Charter is relevant against the background of poly crises that yield big transitions. They require a solid understanding of how social protection can provide a cushion of support."
(interviewee)*

gaining relevance again, constituting an important safety net when other national and international legislative frameworks fail or regress in relation to social rights. It serves as both a justification for social rights policies and a safeguard, ensuring that legislative approaches to social rights maintain consistency despite shifts in political priorities.

50. Further developments, such as the demographic change and the ageing of Europe's population, or the emergence of new forms of (precarious / less formal) work, highlight the need for a comprehensive set of standards – and an overarching "standard-setter" – for social rights.

51. Most European states currently also face a political shift characterised by democratic backsliding and the rise of populist movements that often deprioritize or downplay the importance of social rights, in particular for ethnic minorities, migrants or other vulnerable groups. Within this context, the Charter serves as a crucial safeguard, maintaining its role as a stabilising force for protecting social rights even amid shifting political priorities. Council of Europe's structure and mechanisms, including the Charter, provide a buffer against radical influences. The organisation and in particular the Charter monitoring institutions are seen to be politically neutral and independent, and as such less prone to be dominated by radical stakeholders compared to some other regional or national institutions. The Charter bodies and Council of Europe institutions are less shaped by political trends and election results, which ensures adherence to its foundational values, safeguarding social rights. Interviewees emphasized that securing social rights is not only essential for protecting vulnerable populations but also for acting as a preventive measure against the further radicalization of groups that feel disenfranchised, disadvantaged, or at risk, particularly in the face of ongoing economic, social, and political crises. This preventive dimension is considered vital in maintaining democratic integrity and promoting social cohesion.

"Our democratic system depends on social cohesion, and the Charter and the complaints mechanism is also a system of rectifying that." (interviewee)

Key finding 5 – The Charter's low visibility persists despite outreach efforts, affected by limited awareness, limited resources, and reliance on national legislation.

"Council in general is not well known and understood" (interviewee)

In terms of visibility, the Charter is in the shadow of the Convention. (interviewee)

52. The Charter, despite its foundational role in Europe's social rights framework, suffers from persistently low visibility. This is evident within the Council of Europe system, among member states, civil society, and the public. While awareness is higher among representatives of line ministries, such as those directly handling social policies, the Charter is largely unknown in universities, public discourse, and even among key stakeholders like trade

unions, NGOs or legal professionals. This lack of visibility undermines the Charter's relevance as well as its ability to act as a robust tool for shaping social policy and mobilising civil society in advocating for social rights. In comparison, instruments like the Convention and ILO conventions are far better known.

53. Limited coverage of the Charter in university curricula has led to low awareness among future generations of human rights professionals. University education thus plays a crucial role. Many law and political science programmes in Europe prioritise the Convention in relation to human rights, often neglecting the Charter's contributions to social rights protections. For instance, law programmes in prominent universities in Western Europe, such as the University of Cambridge and Université Paris 1 Panthéon-Sorbonne, offer extensive modules on the Convention, while discussions on the Charter are typically embedded in broader topics or omitted entirely. This trend results in a significant knowledge gap among professionals, which negatively affects the Charter's visibility in legal and political spheres.

54. Trade unions and civil society organisations, which are ideally positioned to advocate for social rights, often lack knowledge of the Charter's collective complaints procedure. This lack of awareness diminishes the Charter's role as a vehicle for social rights advocacy.

55. Recent initiatives by Council of Europe bodies, including outreach activities, such as webinars and communication campaigns, have had some success in improving the Charter's

visibility. However, up to now, these potentials have not been fully leveraged. The Council of Europe faces financial and human resource limitations that constrain its ability to promote the Charter more widely. The result is a low frequency of outreach activities, as well as the Council of Europe's ability to maintain ongoing engagement with stakeholders across Europe. Communication initiatives are further hindered by Council of Europe's internal regulations, restricting for instance the kind of channels that can be used.

2.2. Coherence

56. To assess the Charter's coherence and added value within the broader human rights landscape, this section analyses the Charter's alignment and synergies with the Convention and other Council of Europe instruments, and its relationship with international frameworks, including those established by the EU and the ILO. These dimensions provide a comprehensive view of the Charter's coherence both within the Council of Europe's structure and in the broader international context.

Key finding 6 – The Charter's key added value lies in its scope, flexibility, European contextualisation and human-centred approach.

57. The Charter is broadly appreciated for its comprehensive scope. This includes both the geographical scope, which goes beyond the European Union (43 signatories compared to 27 EU member states), and the scope of its provisions.

"The Charter is more demanding than [other] European regulations." (interviewee)

58. As mentioned in the relevance section, the Charter is perceived as being very flexible. This flexibility goes beyond the interpretation of individual provisions. It also comprises the "à la carte" system of states being able to choose which provisions they sign up for (on the condition that minimum requirements for commitment are met, e.g. the acceptance of six out of nine articles of part II of the Charter).

59. The Charter is perceived as more "human-centred", and in turn more specific and comprehensive regarding social rights compared to its ILO and EU counterparts. The ILO standards explicitly focus on labour rights and do not address social rights issues, such as housing. The EU is continuously expanding its legal body on social rights, a commitment that is underscored by its reference to the Charter in the preamble of the EU Charter of Fundamental Rights. The EU Charter, often regarded as the EU's equivalent of the European Convention on Human Rights, acknowledges the Charter as a foundational document for advancing social rights across Europe. Nevertheless, the EU's initial design as a framework for economic cooperation is still reflected in the predominance of its legislation in economic and labour policies.

60. A key situation in which this initial focus re-appeared was the Euro crisis¹⁴ (respectively financial or economic crisis). During this crisis, many Southern European states felt pressured by the European Union and the "troika" (consisting of the European Commission, the European Central Bank and the International Monetary Fund) to cut back funding for social rights implementation. Council of Europe reports and academic analyses (e.g., Papadopoulos, 2022) as well as interviewees from Southern Europe highlight that the Charter provided an important safeguard or "fallback mechanism" during this time by offering a framework for monitoring social rights violations and ensuring minimum social protection obligations. For instance, decisions by the ECSR addressed

14. From 2009 until the mid to late 2010s.

austerity-related infringements on housing rights and access to healthcare in Greece during the crisis, showcasing the Charter's role in mitigating social impacts and preserving social standards.

61. Where standards co-exist within different instruments, the Charter is often applying the highest standards. For instance, Article 19 of the Charter, which guarantees the right of migrant workers and their families to protection and assistance, provides more extensive provisions on the right of residence than corresponding EU regulations, such as Directive 2004/38/EC on the free movement of EU citizens and their family members. While the EU directive primarily addresses free movement and residence within the EU for its citizens, the Charter extends protections to migrant workers from non-EU countries, ensuring broader inclusion and rights under its framework.

62. While Council of Europe does implement cooperation projects, it does not provide significant financial support to member states, also not in the Charter framework, which makes it less attractive for member states. At the same time, the Charter holds substantial political significance due to its longstanding history. Interviewees therefore perceive the Charter as less susceptible to influence from vested political interests.

Key finding 7 – Social and economic rights under the Charter are perceived as “secondary” compared to civil and political rights under the Convention.

“The Convention has its counterpart in the Charter. The Charter was created for political reasons as an equivalent social rights counterpart. However, the Charter does not have the same relevance at the national level, neither for civil society nor in academia. The instrument is largely unknown. The ECSR is also not a court. With the Convention and the Charter, there is a double standard that was created normatively. But social rights should have the same weight as economic and civil rights.” (interviewee)

63. The Charter and the Convention fulfil complementary roles in human rights protection. While the Convention sets a strong foundation for civil and political rights, the Charter fills an essential gap by promoting social and economic rights, which the Convention does not cover extensively. Together, they form a comprehensive human rights architecture within Europe, where civil and political rights ensure foundational freedoms, and social and economic rights support citizens' welfare and social protections. This division of responsibilities is critical, as it acknowledges that human rights protection must encompass both individual freedoms and structural protections to be fully effective.

64. The Charter complements the Convention by focusing on social and economic rights, which are less emphasised in the Convention, and vice versa (see also QCA under Appendix 3). For example, while the Convention includes Article 1 of Protocol No. 1 protecting the right to property, it does not explicitly address broader social rights such as the right to adequate housing or fair working conditions, which are central provisions of the Charter (e.g., Articles 31 and 2, respectively). The Convention was accepted earlier than the Charter given the widespread recognition of civil and political rights as foundational (primary / first generation) human rights. The Convention is more visible within and beyond Council of Europe and perceived to carry greater political weight. Consequently, social rights safeguarded by the Charter are regarded as “secondary human rights”, a perspective that continues to influence their implementation and prioritisation within the Council of Europe system (as in other settings).

65. The Court's individual complaint system is often viewed as a more direct and effective enforcement mechanism than the Charter's collective complaints procedure. While collective complaints enable a focus on structural and systemic issues, they may lack the immediacy of individual cases that directly address specific rights violations. This structural approach under the

Charter, however, is invaluable in initiating broader, policy-oriented changes across member states, even if these changes are slower and less visible.

66. The Charter complaints mechanism is a collective complaints instrument, empowering civil society stakeholders to submit complaints. Furthermore, it does not require plaintiffs to go through domestic procedures. Both is a significant advantage to further the interests of vulnerable groups.

67. Based on the collective complaints procedure and the structural focus of the Charter, civil society institutions have higher expectations towards Charter system when it comes to the protection of marginalised communities as Charter takes structural pressures into account in its decisions (e.g., regarding the question on whether begging is a voluntary or forced activity).

68. At the same time, civil society organisations still need to be better informed about and engaged in the Charter mechanisms. The Convention system's strong engagement with civil society, often through third-party interventions, amplifies its impact and visibility. The Charter's mechanisms, while open to civil society engagement, are not as widely utilised or understood, which limits their effectiveness.

69. The Charter and the Court decisions are not mutually binding, meaning that the Charter can decide on the exact same case that has been decided upon by the Court and come to a different conclusion, and vice versa. For instance, in the case of the Roma and Travellers' right to housing, the Court has often addressed violations through the lens of civil rights, such as property rights or the prohibition of inhuman or degrading treatment (e.g., *Yordanova and Others v. Bulgaria*, 2012)¹⁵, whereas the Charter has addressed similar issues under Article 31, focusing on social rights and the obligation to ensure adequate housing. These rulings may lead to different conclusions due to the contrasting frameworks and priorities of the two mechanisms. In a few cases, contradictory rulings have emerged. For instance, in its conclusions on Germany's fulfilment of its obligations under Article 6 of the Charter 2022, the Committee considered the ban on strikes for civil servants to be a violation of the Charter. The Court meanwhile considered the ban on strikes to be permissible in its decision of 14 December 2022. While rooted in the different mechanisms and legal provisions of the instruments, such contradictory rulings coming from the same organisation are challenging to reconcile and to convey.

Key finding 8 – The Charter is reinforced by other Council of Europe instruments, which complement it with broader safeguards and targeted monitoring instruments, while benefitting from the Charter's greater political weight.

70. The evidence shows that the Charter is aligned with and reinforced by other Council of Europe instruments within the Council of Europe's human rights framework. Various Council of Europe conventions, such as the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence, known as the Istanbul Convention, the Council of Europe Convention on Protection of Children against Sexual Exploitation and Sexual Abuse, known as the Lanzarote Convention, and the European Commission against Racism and Intolerance (ECRI) reports, target specific groups of rights holders and address specific human rights issues, thus complementing the Charter's more general social protections.

71. Gaps regarding specific human rights of specific target groups that have been identified by stakeholders are covered under these other Council of Europe instruments. For example, ECRI explicitly focuses on combating discrimination and fostering equality across intersecting grounds,

15. Full details available here: <https://hudoc.echr.coe.int/fre?i=001-110449>.

such as race, religion, gender, and sexual orientation, thus complementing the Charter by addressing intersecting forms of discrimination through its recommendations and monitoring.

72. Within the Charter monitoring, the ECSR at times refers to other instruments' monitoring reports (e.g., GREVIO) where social rights infringements or progress on specific issues are defined and documented in detail.

73. Newer conventions apply more "modern" frameworks and terminologies, which at times are better suited to addressing today's social challenges. At the same time, the Charter's longstanding history and high number of signatories lends it greater authority. When other conventions are questioned and subject to political controversy (sometimes because of their progressive character), and member states retract their support for them (as has happened with the Istanbul Convention), the Charter provides an important fallback mechanism and safeguards key social rights.

74. The Charter is perceived as a unifying document that could serve as an anchor or umbrella for other Council of Europe instruments. There is, however, potential to further increase coherence within Council of Europe by improving coordination and cooperation among the involved Council of Europe bodies.

Key finding 9 – The Charter complements ILO and EU initiatives but lacks an enforcement mechanism compared to ILO and binding EU legislation.

75. The Charter is seen as complementary to and aligned with ILO conventions and EU initiatives.

76. The Charter closely aligns with ILO standards in the area of labour rights. However, the ILO's tripartite approach, which integrates governments, employers, and worker representatives, often results in more balanced recommendations and stronger buy-in from stakeholders, even if the international legal status does not differ from the Charter's. The tripartite approach allows the ILO to be highly influential in labour rights legislation, and many stakeholders see the ILO's mechanisms as a model that could enhance the Charter's influence in social rights.

*"I worked on ILO standards. In comparison, the Charter is complementary. ILO standards are more detailed. But on the horizontal level, you find the Charter everywhere in the documents."
(interviewee)*

*"Standards in the Charter go beyond ILO standards as it is a regional instrument. This is due to the momentum decade ago when the Charter was established and member states showed more political will towards social rights."
(interviewee)*

77. ILO cooperation and monitoring structures (present in some countries) also very effectively target the legislative process at its very beginning and provide specific technical support and guidance for law makers. This yields more direct results than the Charter's monitoring mechanism and is seen as very helpful by governmental stakeholders.

78. The Charter has a stronger focus on social rights than the EU. However, the EU is continuously expanding its legal body on social rights, for instance with the EU Charter on Fundamental Rights and, prospectively, with the directives implementing the European Pillar of Social Rights (EPSR). Many rights and protection mechanisms in this pillar are based on the Charter provisions, highlighting the Charter's role in setting standards that influence EU social policy. For example, the principle of fair wages in the EPSR is directly aligned with the Charter provisions on the right to fair remuneration (Article 4). Similarly, the right to access to social protection in the EPSR mirrors the Charter's provisions on social security (Article 12). The EU's Declaration on the future of

the European Pillar of Social Rights (2024) explicitly mentions the intention of extending collaboration with the Charter on social rights. In a similar vein, the EU's Court of Justice often refers to the Charter's provisions as general principles in its rulings.

Table 2: Alignment Between the Charter and the EPSR

PSR Principle	Charter Provisions	Relation/Example
Fair wages	Article 4 - Right to fair remuneration	The EPSR includes fair wage standards, aligning with the Charter provisions ensuring decent pay for all workers.
Access to social protection	Article 12 - Right to social security	Both the EPSR and the Charter emphasize the right of citizens to access social protection, including unemployment benefits.
Work-life balance	Article 27 - Workers' rights to social protection, and working time regulations	The Charter's emphasis on working time regulations is echoed in the EPSR's work-life balance goals.
Childcare and support for families	Article 16 - Family protection	The Charter's provisions on family support and protection are reflected in the EU's commitment to childcare and family support.

79. The binding nature of EU directives grants them a stronger enforcement capacity that often results in immediate legislative changes in member states. Although the Charter supports a complementary vision, the impact of its standards is often felt less strongly where binding EU regulations take precedence.

80. The recent “race to the top” in social standards across Europe, exemplified by increasing policy alignments between the Charter and the EU, reflects a mutually reinforcing push for improved social policies. For instance, the European Pillar of Social Rights Action Plan (2021) sets out ambitious targets for reducing poverty and increasing social protections, many of which align closely with the Charter's provisions on fair remuneration (Article 4) and social security (Article 12). These developments highlight synergies between the two frameworks and underline the potential for strengthened cooperation to amplify the Charter's effectiveness.

81. The Charter standards, along with monitoring findings and recommendations, are used in EU accession dialogues as benchmarks for candidate countries, reflecting the Charter's role as an anchor for human rights standards in the broader European context. For example, in the case of Serbia, compliance with the Charter provisions on non-discrimination in employment (Article 15) and social security (Article 12) was explicitly highlighted in EU progress reports as essential for meeting EU accession criteria. Similarly, Montenegro has been required to align its national labour laws with the Charter standards as part of its pre-accession reforms. While the EU is highly visible in accession countries, complying with the Charter standards is an important pre-condition and basis, often overlooked by stakeholders and the public.

82. In addition, the EU sometimes complements Council of Europe in the Charter enforcement by using the findings of the monitoring mechanisms to hold countries accountable when they apply for funds, particularly in the context of pre-accession financial assistance. For example, during the accession process of North Macedonia, the EU required compliance with the Charter provisions on labour rights and social protections (e.g., fair wages and working conditions) as a condition for accessing funding under the Instrument for Pre-Accession Assistance. Similarly, findings from the Charter monitoring reports on Albania were referenced in EU progress reports to assess the country's progress in aligning with social standards, directly influencing the allocation of financial assistance.

83. The EU provides legal guidance when new legislation is developed, ensuring alignment with its directives and overarching frameworks for social rights. This proactive approach was perceived as a good practice, enabling member states to adapt legislation in advance to meet expected standards. The Charter mechanisms primarily assess conformity in hindsight through monitoring reports. For some countries, the Charter system also provides guidance during legislative processes via Council of Europe cooperation activities (e.g. in the Republic of Moldova).

2.3. Efficiency

84. The efficiency section examines the extent to which the reform process initiated in 2022 has contributed to efficiency of the sub-programme's monitoring mechanism. It also reflects in how far the reform and the expectation of increased efficiency has been a driver for states to decide to adopt the collective complaints procedure.

85. The reform aimed to address long-standing inefficiencies within the Charter framework by introducing targeted questions, ad hoc reporting, and clearer guidelines. The objective was to reduce the reporting workload, facilitate more timely resolutions of collective complaints, and encourage a structured, dialogue-driven approach to compliance monitoring. The emphasis on efficiency reflects an understanding that procedural agility and clarity are essential for sustaining the relevance, effectiveness and impact of the Charter recommendations.

86. As the results of the reform are yet to become fully visible, the analysis acknowledges certain limitations. Given the reform's very recent implementation, many outcomes remain speculative or based on stakeholder perceptions rather than comprehensive longitudinal data. Furthermore, the evaluation recognises that the focus of the reform on efficiency goals is viewed critically, particularly in the context of ongoing institutional adjustments and (already) limited resources. Stakeholders expressed a range of expectations, from optimism about streamlined processes to concerns about potential trade-offs in depth and comprehensiveness of monitoring. This context underscores the necessity for cautious interpretation of initial findings while awaiting more concrete evidence of the reform's impact over the coming years.

Key finding 10 – The Charter struggles with limited dialogue, lengthy processes, unclear resolutions, and coordination challenges in reporting.

87. The Charter monitoring mechanism is perceived as being burdensome, which de facto limits its relevance. This applies in particular to the mechanism before the reform, where for instance the data in the reports often referred to data and information describing the situation of several years ago. For example, stakeholders highlighted that, in the past, by the time monitoring bodies reviewed national reports on social rights, the data often reflected conditions that were no longer current, such as employment statistics from three to five years prior or outdated information on social security frameworks. Such delays (now addressed by the reform) hindered the mechanism's capacity to provide timely and actionable recommendations, reducing its perceived effectiveness and alignment with contemporary social challenges.

88. The lengthy decision-making in relation to recommendations was equally noted, creating legal insecurities. For instance, stakeholders cited cases where delays of several years in reaching decisions led to uncertainty for governments and civil society regarding compliance obligations. A specific example involved recommendations on equal pay provisions, where the protracted process left national authorities unclear on whether existing measures were sufficient or required further amendment. Further delays resulted from the time gap between decisions and their publication (to allow stakeholders to react), an issue that has not been fully addressed by the reform. For example,

decisions related to housing rights violations in one member state were communicated years after initial monitoring, during which time the national government had already shifted focus to other policy priorities, limiting the practical relevance and impact of the recommendations.

89. Member states struggle with the narrow definition of conformity:

- The Charter monitoring mechanism assesses legal conformity with the Charter's provisions. While states provide the required information in the form of regular monitoring reports, they do not receive instant feedback on it. The lack of certain information can lead to a conclusion of non-conformity.
- Also, states are required to fully conform or receive a conclusion of non-conformity. This can happen even if states would fulfil the provision "in spirit" but not "by the letter," e.g., if they have other protective measures in place that could lead to the same result but are labelled differently.
- The conclusion of conformity was considered untransparent and overly rigid, with an "all or nothing" approach that demotivates member states from engaging meaningfully in the monitoring process. Before the reform, the monitoring process often resulted in repeated findings of non-conformity despite legal changes and adaptations by states. This lack of clarity in how much progress or conformity is required to meet compliance standards has created challenges for states and undermined their motivation to participate effectively.

"The binary division between conformity / non-conformity is not sufficient. There is a lack of communication. Experts don't ask for explanations or more information, but just write it in the report. Then we receive a recommendation that the information is not enough. The process is not participatory, it is not transparent. We want to encourage states to accept more provisions. But we immediately look at the consequences, with many recommendations and pressure. This is not conducive to increased acceptance. [We need] more positive encouragement for member states, technical assistance, not just reminding and recommendations."
(interviewee at a Ministry)

90. Member states further objected to the lack of contextualisation of the monitoring mechanism, pointing to limited resources for social benefits or unavoidable shifts in political priorities (e.g., deterioration of the security situation in the Baltic states due to the Ukraine conflict).

"We are left to interpret the Charter guidelines independently with limited avenues for real-time clarification"
(interviewee at a Ministry)

91. Before the reform, the frustrations related to monitoring results were exacerbated by the lack of dialogue between the monitoring bodies and the member states as well as among the monitoring bodies. Evidence suggests that the Charter lacks a robust

mechanism for following up on the implementation of recommendations, creating an "implementation gap." Without systematic follow-up, national agencies may deprioritise the Charter recommendations as there is little accountability for non-compliance. This gap weakens the Charter's influence and the reform's intended impact on efficiency. This also applies to the implementation of decisions in the framework of the collective complaints' procedure.

92. The reporting process often requires extensive coordination across multiple ministries, creating administrative burdens. Ministries in some countries reported difficulties in gathering data across agencies due to differing timelines and priorities, which can lead to reporting delays. However, some states have set up coordination committees, sometimes even with non-state stakeholders, to jointly collect the required information for the Charter monitoring (and partially even for other organisations' reporting requirements). Despite the preparation of

alternative/shadow reports by social partners and the civil society, the consultation of non-state partners in the monitoring process is still limited.

Key finding 11 – The collective complaints procedure addresses relevant and topical issues but faces delays, backlogs, resource constraints, and mixed confidence

93. The collective complaints procedure was introduced to increase the effectiveness, speed and impact of the implementation of the Charter and to provide a more flexible and responsive alternative to traditional reporting. Moreover, it is an avenue for non-governmental stakeholders to influence legislation on social rights and claim social rights for disadvantaged groups and (indirectly) individuals. While there have been some successes, challenges, such as resource constraints, backlogs, and limited participation from smaller civil society organisations continue to hinder its overall efficiency.

94. Evidence indicates that the collective complaints procedure enables a more immediate focus on present-day social issues compared to the traditional reporting process. By addressing ongoing challenges, this mechanism has produced recommendations that prompted legislative amendments in areas, such as workers' rights and rights of people with disabilities. For example, a complaint filed against Croatia (Decision on the merits of Complaint No. 133/2016, Croatian Trade Union of Nurses and Medical Technicians v. Croatia) highlighted inadequate maternity leave policies. This led to legislative reforms within three years, showcasing the procedure's ability to influence timely reforms when properly resourced. Such cases demonstrate the potential of the collective complaints mechanism to drive rapid and impactful legislative changes, provided sufficient resources and follow-up mechanisms are in place.

95. However, the time for the resolution of complaints has increased significantly. They often take many years to resolve due to the limited capacities of the ECSR and the Secretariat as well as the significant time given for states to respond. For a trade union or other types of civil society with limited personnel and frequent personnel changes, this creates substantial barriers. A trade union from a smaller member state explained that they initiated a complaint in 2016, but the final resolution was only issued in 2023, by which time many of their key personnel had changed, and institutional knowledge was lost. A youth organisation reported a similar challenge, stating that by definition, their members leave as they become older, leading to personnel changes and challenges in following up on their complaint (and reduction in the relevance for the initial plaintiffs).

96. Awareness of the collective complaints' procedure has risen among member states and civil society, leading to a surge in submissions (despite a dip during the COVID-19 pandemic). Between 2015 and 2023, the number of complaints doubled, while the ECSR's resources remained largely unchanged. This has led to growing backlogs, with some cases awaiting assessment for years. For instance, in 2022 alone, 14 new complaints were filed, adding to the strain on an already overstretched system. The delays in processing undermine confidence in the procedure and limit its deterrent effect on rights violations. The effect is likely to increase further, as more states might sign up to the mechanism and more stakeholders become aware of its existence.

97. While stakeholders appreciate the legal basis and binding nature of collective complaints, confidence in the outcomes is inconsistent. Concerns include the unpredictability of decisions and the lack of robust enforcement mechanisms. Governments may perceive the recommendations as optional rather than binding, particularly when political will is lacking. For example, in one case involving housing rights, the state acknowledged the ECSR's decisions/conclusions but delayed implementation, citing economic constraints. Such cases weaken the confidence of non-governmental actors in the mechanism's effectiveness.

98. Smaller NGOs and trade unions, which often lack legal expertise and financial resources, face significant challenges in leveraging the mechanism effectively. This results in an uneven playing field where well-funded organisations dominate the process, leaving smaller stakeholders unable to advocate for critical issues. A representative from a smaller civil society group noted that without access to specialised legal expertise, filing a complaint was nearly impossible, leaving many important issues unaddressed. This undermines the broader aim of inclusivity within the collective complaints procedure.

99. So far, the complaints mechanism only provides access for INGOs, rather than NGOs, with the exception of Finland. This limits access to stakeholders who due to their localisation might be best positioned to point to social rights infringements.

Key finding 12 – The reform reduces reporting burdens and improves monitoring, but duration challenges and compliance risks persist.

100. The reform package aimed to streamline the Charter’s reporting mechanisms by introducing thematic cycles, targeted questions, and ad-hoc reports. These changes have demonstrated improvements in focus and quality, but challenges related to process duration and compliance remain.

101. The reform process has been welcomed for its potential to reduce the reporting workload for member states. By focusing on thematic cycles and eliminating the need for annual reporting, states have reported fewer administrative challenges. For instance, ministries involved in labour and social affairs highlighted that the reduction in reporting cycles freed up resources for direct policy implementation.

“We are now too concerned about reporting. From our perspective, what does it help? You receive questions, provide answers, huge administrative effort.” (interviewee)

102. The efficiency gain so far has mostly alleviated the workload of member states, while the monitoring bodies continue to face significant workloads, with additional tasks, such as the ad-hoc reports.

103. The evaluation found that monitoring has improved in terms of quality. The introduction of targeted questions ensures that state responses are more aligned with contemporary social issues, such as gender inequality and digital labour conditions. Social policy experts noted that the shift from broad questions to focused inquiries has resulted in more actionable and evidence-based conclusions, increasing the utility of reports for national implementation.

104. The reforms have fostered improved engagement from the Committee of Ministers and member states, with an observable shift toward greater attention to social rights issues. Stakeholders highlighted instances where the Committee of Ministers actively followed up on recommendations, signalling a renewed commitment to the Charter’s objectives. However, concerns remain about the long-term sustainability of this commitment, especially in politically sensitive areas where member states might resist change.

105. The elimination of repeated follow-ups on unresolved non-conformities is predominantly considered an effective time-saving measure. This change allows monitoring bodies to focus on new priorities rather than recurring issues. At the same time, it has raised concerns about a possible decline in accountability. In one instance, a long-standing recommendation on equitable pension systems remained unimplemented for over a decade, illustrating the potential risks associated with this change.

106. Similarly, the reduced reporting cycle and thematic focus have introduced trade-offs. While they allow for deeper analysis of specific areas, they also risk neglecting provisions not covered in a given cycle.

107. The introduction of ad-hoc reports has been widely appreciated for its focus on urgent and specific issues. Nevertheless, this mechanism has also intensified the workload of the ECSR and the Social Rights Secretariat, with observers questioning whether its long-term effectiveness can be sustained without additional resources or support. As of now, the quality and usefulness of the first ad-hoc report remains unclear, as it is not yet published.

"Some states are quite effective in implementing the conclusions. However, in other countries, they only correct the conclusions as late as possible (for reasons, such as not wanting to change their current policies). For some Member States, non-compliance is not a major issue. [...] However, if the law has to be changed, the respective procedures take a very long time." (interviewee)

108. Despite attempts to reduce the reporting burden, reporting fatigue remains a significant challenge, particularly for smaller states and those with limited technical capacities. Stakeholders noted that while targeted questions improve focus, they often demand greater specificity and expertise, increasing the time and effort needed to compile responses. The uneven capacity among states continues to impact the consistency and quality of reporting, perpetuating disparities in the process.

109. While the reform aimed to ease state burdens, it also led to reduced supervision and oversight by the ECSR. The inability to request detailed information on all accepted provisions or to conduct comprehensive legal assessments limits the robustness of the monitoring process. As a result, key areas might go unexamined, weakening the overall accountability framework.

110. The reform has emphasised the need for fostering closer exchanges between national bodies and the ECSR as well as among different monitoring entities. Initiatives, such as regional workshops and peer exchanges have demonstrated potential for promoting mutual learning and collaboration.

Key finding 13 – Targeted questions, ad-hoc reports, and enhanced dialogue boost the Charter relevance and peer learning but might increase ECSR workload.

"The ad-hoc reports mitigate this shortcoming [of lack of dialogue]. They make it possible to identify a current problem, with tangible information for the States." (interviewee)

111. Innovations introduced through the reform process, including targeted questions, ad-hoc reports, and enhanced dialogue, have increased the Charter's relevance and fostered peer learning. These measures allow for a more focused and responsive approach to addressing social rights challenges but also demand additional resources and structured engagement mechanisms.

112. Despite reform efforts, the evaluation identified a lack of structured platforms for continuous dialogue between the Charter bodies and member states. For instance, national representatives from several countries noted difficulties in obtaining real-time guidance from the Charter.

113. The first ad-hoc report by the States Parties has been widely recognised as a valuable complement to traditional national reporting, particularly for addressing urgent issues, such as the cost-of-living crisis. Its greatest potential lies in its ability to collect and share good practices, especially in response to emerging and pressing challenges. This mechanism provides an opportunity for timely, targeted analysis that supports member states in navigating complex social

issues. However, the preparation of ad-hoc reports demands significant resources on the level of national authorities and also increases the workload of the ECSR. Its actual contribution to peer learning is yet to be determined.

114. Enhanced dialogue initiatives have strengthened collaboration among member states, promoting the exchange of best practices. Regional workshops and thematic seminars have provided platforms for states to address shared challenges collaboratively. For instance, the regional workshop on social housing policies held in 2023 in Strasbourg, organised by the European Social Charter Secretariat, brought together representatives from multiple member states, including Portugal, Finland, and Moldova. Participants discussed challenges in implementing equitable social housing solutions and developed coordinated strategies, reflecting the importance of shared learning in addressing complex social rights issues.

115. In addition to the increased dialogue among member states, the reform process has encouraged broader outreach efforts involving other Council of Europe bodies and non-governmental stakeholders. Notably, the high-level conference, held in Vilnius in 2024, served as a pivotal event to enhance the visibility of the Charter and its monitoring mechanisms. It brought together diverse actors, including senior policymakers, civil society representatives, and international organisations, to discuss strategic priorities for advancing social rights across Europe. This event not only showcased the Charter's relevance but also fostered greater cross-sectoral collaboration, which was highlighted by several stakeholders as a key milestone in improving outreach and alignment. Further positive developments include the initiation of joint meetings between the ECSR and the GC, which are viewed as instrumental for enhancing dialogue. These meetings have allowed for direct exchanges on key findings, challenges, and recommendations, thereby addressing prior concerns about limited coordination between these bodies. The joint meetings have also facilitated a more cohesive approach to ensuring member state compliance and fostering mutual understanding of the procedural and substantive aspects of the Charter's implementation. Stakeholders have underlined that the continuation and institutionalisation of such meetings could significantly improve the efficiency and effectiveness of the Charter monitoring mechanisms, as well as strengthen peer learning among member states.

116. While the dialogue between monitoring bodies has improved, the connection with member states' authorities is still underdeveloped and requires additional resources and commitment.

117. The implemented changes have also intensified demands on the Secretariat and the Charter monitoring bodies. Without adequate resourcing, there is a risk that the increased workload could compromise the quality of recommendations and the timeliness of their implementation.

2.4. Effectiveness

118. To assess the effectiveness of the Charter, the evaluation team focused on the sub-programme's contribution to changes in member states' policies, legislation and practices, the monitoring mechanism's effectiveness in identifying and addressing legal shortcomings, factors that facilitate or hinder progress, and the effect of the reform process on the monitoring mechanism's effectiveness.

Key finding 14 – Influence on national legislation depends on the national legal system and the status of the Charter therein.

119. The extent to which the Charter influences national legislation varies significantly across member states, depending on how international obligations are integrated into domestic legal systems. In some countries, international treaties, including the Charter, are considered superior to national law and become effective immediately upon ratification. In these cases, legislative changes often follow automatically, with the Charter serving as a direct reference. For example, provisions from the Charter have influenced labour law reforms, such as protecting employees from termination based solely on reaching retirement age in Finland. Similarly, in Portugal, the Charter has inspired legislative measures strengthening equal rights for female employees, including equal pay and improved protections against workplace discrimination. Conversely, in other states, international obligations require additional national legislation to be fully effective. This added step delays the process of alignment and reduces the immediate impact of the Charter on domestic legal frameworks.

*“Most of the changes and harmonization in our labour code are due to the Charter.”
(interviewee)*

120. The Charter has been instrumental in addressing legal gaps in social rights, providing a foundational reference for legislation. While its provisions have shaped laws related to labour rights and equal treatment, the Charter is often perceived more as a source of legal guidance than a direct driver of enforcement. Many states utilise the Charter as a reference to avoid future conflicts and ensure alignment with international norms, particularly in areas where national laws may lack specific protections. Examples given by interviewees included legislation on the right to strike, the legal retirement age or the corporal punishment of children. However, its practical impact remains limited in certain contexts. In some Member states, the Charter’s role is confined to being a “legal recognition source,” rather than an enforceable tool, reflecting disparities in how the Charter is applied.

121. The alignment of national legislation with the Charter provisions is generally evident, though certain articles occasionally lead to legal contradictions. For instance, Article 6 of the Charter, which addresses collective bargaining rights, has been cited as conflicting with existing national frameworks in some cases. Such contradictions illustrate the challenges of harmonising the Charter’s provisions with diverse legal and cultural contexts.

Key finding 15 - The Charter monitoring addresses legal shortcoming but struggles with non-binding status and limited national implementation.

122. The Charter monitoring mechanism has been instrumental in highlighting critical social and economic rights issues, such as living costs and shelter rights, across Member states. However, its tangible impact on national discussions and legislative actions remains limited. References to the Charter in policy debates and public discourse are sporadic and often fail to translate into substantive change. While certain courts and national bodies in countries like Spain apply the Charter’s provisions directly, other states treat it as a non-binding reference, with judges and policymakers often diverging in their interpretations. The Charter’s lack of integration into national legal frameworks exacerbates this inconsistency, reducing its visibility and applicability in addressing socio-economic disparities. Stakeholders emphasise that while the Charter lays a foundational framework for rights, the absence of enforceable obligations diminishes its influence on shaping national policy reforms.

123. The lack of enforcement mechanisms further compounds the limited national impact of the Charter. Although the monitoring mechanism is designed to ensure compliance through recommendations and dialogue, it is often constrained by political priorities and the non-binding

nature of its conclusions. Member states frequently delay or dismiss recommendations that conflict with domestic agendas or require significant legislative changes, highlighting the gap between recognising social rights and implementing them effectively. Interviewees noted that while the Committee of Ministers can follow up on conclusions to exert political pressure, this process is time-intensive and heavily dependent on political will.

124. Moreover, the Charter's monitoring process relies heavily on state-provided information, which is frequently incomplete or inconsistent. This reduces the effectiveness of recommendations, which, according to stakeholders, are often not sufficiently actionable or context specific. Comparisons were drawn to ILO, whose integrated approach to providing technical support and early legislative alignment was cited as a more effective model. Stakeholders also highlighted the need for enhanced follow-up mechanisms and capacity-building to address systemic issues, such as housing for marginalised communities, which require long-term solutions beyond legislative amendments. Without enforcement capabilities and tailored recommendations, the Charter struggles to bridge the gap between identifying legal shortcomings and achieving practical outcomes at the national level.

Key finding 16 – The collective complaints procedure is predominantly acknowledged as a valuable tool as some collective complaints have driven policy changes while others remained ineffective.

125. The collective complaints procedure under the Charter has led to policy changes in some instances, particularly in areas addressing structural social rights. One example is the elimination of discriminatory salary practices for young workers in Belgium, driven by Complaint No. 150/2017 by the European Youth Forum, which contributed to adjustments of internship regulations in the EU. Another example is the eradication of closed shop clauses in collective agreements in Sweden following a Collective Complaint of Swedish Enterprise v. Sweden (No. 12/2002). These outcomes demonstrate the mechanism's potential to catalyse

Political will and national priorities are also reflected in Convention conformity. The level of Convention conformity also predicts the Charter conformity as the QCA found that low Convention conformity is a (near) necessary condition for the non-occurrence of the Charter conformity. This finding suggests that if a state is less compliant with the Convention, it will also be less compliant with the Charter. The inverse effect (i.e., the Charter (non-) conformity predicting Convention (non-) conformity does not exist.

Some solutions of the QCA suggest that the absence of an accepted collective complaints procedure plays a role in the Charter non-conformity. But their presence does not impede the Charter non-conformity, neither alone nor together with other actors.

meaningful reforms by addressing systemic barriers and inequalities. However, many complaints remain unresolved, with delays in the decision-making process frequently undermining its effectiveness. For instance, Complaint No. 15/2003 by the European Roma Rights Centre concerning housing rights in Greece experienced significant delays in resolution, diminishing its immediate impact. This is especially problematic for cases requiring timely responses, such as those affecting vulnerable populations. While the collective complaints procedure can address systemic issues and facilitate dialogue, its impact often

depends on the willingness of national authorities to act on recommendations. For example, despite favourable decisions in some cases, the lack of follow-up by national governments, as observed in several complaints related to labour rights in Southern Europe, underscores the variability in implementation across member states. In France and Greece, for example, a majority of the Collective Complaints that the ECSR has found a violation have not yet been remedied

(Papadopoulos, 2024).

126. The collective complaints procedure has also contributed positively beyond its direct scope. For example, collective complaints about unfair remuneration for workers under 25, such as those addressed in Collective Complaint No. 111/2014 (Greek General Confederation of Labour v. Greece), have sparked broader discussions on the issue, influencing policy dialogues even among states that have not ratified the mechanism. Reports from monitoring bodies like the ECSR have noted that these complaints draw attention to systemic issues, fostering regional debates on social equity and gender rights. This highlights its capacity to indirectly influence social rights discourse across Europe. Its design empowers civil society organisations and trade unions to address structural issues, providing them with a platform to advocate for change. However, the mechanism is limited by its uptake, with only a minority of member states ratifying it. So far, only 16 out of 46 member states have accepted the collective complaints procedure. This restricts its reach and creates inconsistencies in addressing social rights across the region.

*“Collective complaints point to problems in member states, the Committee will provide recommendations towards national legislation. [It is a] Very specific thing, not a general evaluation of the national situation.”
(interviewee)*

127. Despite its achievements, the collective complaints procedure faces challenges. Filing and processing complaints can also be administratively burdensome, particularly for smaller organisations. Improving the efficiency of the complaints process and providing more technical assistance could make the mechanism more accessible and effective. Its potential for preventive action, allowing it to address issues before they escalate, remains underutilised.

Key finding 17 – The Charter’s effectiveness is limited by weak dialogue, political will, knowledge gaps, and complex coordination challenges.

128. The effectiveness of the Charter is hindered by insufficient dialogue and exchange between national bodies and the ECSR. Recommendations are often perceived by state authorities as failing to account for national contexts, leading to a lack of understanding and acceptance at the domestic level. Many states feel that the specific challenges they face, such as resource constraints in middle-income countries or competing priorities like national security, are not adequately considered. This disconnect has resulted in frustration among states, which often see the recommendations as overly critical and detached from practical realities. This lack of contextualisation diminishes the perceived relevance of the Charter, limiting its potential impact.

“Member states can make it a strong instrument, but I don’t think they want it to be strong. If you start making it a strong instrument, they would have done a lot more on national level. It is a question of priorities.” (Interviewee)

129. Political will and national prioritisation play a decisive role in determining the Charter’s effectiveness. Resource allocation and the attention given to implementing social rights often depend on whether governments perceive these rights as politically beneficial. Changes in government or competing policy priorities, such as economic reforms or defence spending, can deprioritise Charter-related commitments. Even when recommendations are issued, limited capacities at the national level frequently hinder their implementation. Ministries and agencies tasked with adhering to the Charter often lack the resources and expertise necessary to integrate recommendations into policy and practice, further diminishing the Charter’s influence.

CSO participation supports the creation of political will to conform with the Charter while strengthening dialogue. In fact, the QCA found that high CSO participation is a (near)-necessary condition for the occurrence of the Charter conformity.

130. A significant barrier to the Charter's effectiveness is the knowledge gap among social actors, including CSOs, and social lawyers. These groups often lack sufficient understanding of the Charter and its monitoring mechanisms, limiting their ability to engage with the process and advocate for its implementation. Additionally, there is a broader lack of awareness within governmental structures about

the Charter's importance. This knowledge deficit creates a disconnect between the Charter's reporting processes and the stakeholders who are meant to act on its findings, reducing the likelihood of effective follow-up or meaningful engagement.

131. Coordination across different levels of responsibility adds another layer of complexity to the Charter adherence. Social policy implementation often involves multiple ministries and municipal authorities, creating challenges in aligning national and local efforts with the Charter requirements. Inconsistent communication and fragmented responsibilities make it difficult to coordinate effective action, particularly in areas where national and local jurisdictions overlap. This multi-level governance challenge is compounded by a lack of clear guidance or support mechanisms from the Charter to navigate these difficulties.

132. On the side of the Secretariat and the ECSR, limitations in resources, and high staff turnover result in limited institutional knowledge management and the Charter's capacity to fulfil its mandate. The Secretariat lacks personnel, including specialised legal and technical experts, to cover the numerous legal areas (related to labour rights, child rights, migrants' rights etc.) and varying legal systems of the member states. It is further burdened by insecure working conditions such as short-term contracts. These constraints threaten institutional knowledge retention and make long-term collaboration with national bodies more difficult. Furthermore, the ECSR's limited mandate restricts opportunities for proactive engagement and tailored support, leaving many states without the assistance (or access to additional information and explanations) they need to navigate compliance challenges.

Key finding 18 – Stakeholders find the Charter recommendations hard to implement due to political climate, lacking enforcement mechanisms, economic conditions, and concrete outcomes.

133. The implementation of the Charter recommendations at the national level is often hindered by prevailing political climates, where social rights are deprioritised in favour of competing political or economic interests. Governments may view social rights as secondary to other priorities, such as fiscal stability, defence spending, or political expediency. In some cases, implementing the Charter recommendations requires significant legislative or institutional changes, which can be politically unpopular or time-consuming. This lack of alignment between the Charter's objectives and national political agendas limits the capacity to translate recommendations into tangible outcomes. Stakeholders have noted that even when recommendations are acknowledged, their execution is frequently delayed or obstructed by political considerations.

134. Challenges arise when recommendations lack specificity or fail to consider national contexts, which can lead to misunderstanding or resistance

"We only get negative feedback, that we do not achieve the requirements. Nobody considers the context. We are a country under development. Contextual information and root causes are very important and not taken into account. We really accept and respect the charter and want to improve the lives of citizens. But small countries have to deal with a lot of issues." (interviewee)

from states. In contrast, the ILO provides actionable technical support during legislative drafting, raising questions about the Charter's relative effectiveness. Positive outcomes illustrate that action is possible with strong political will. Nonetheless, many recommendations remain non-binding, reducing their enforceability and reliance on government commitment for implementation. Enhanced follow-up procedures, more targeted recommendations, and increased stakeholder engagement could significantly improve their applicability.

135. Although references to the Charter have shaped national discussions on issues, such as living costs and the rights of people without shelter, these discussions have rarely translated into measurable changes. For example, while the Charter has been cited in debates about housing rights and minimum wage policies. For instance, in the context of Collective Complaint No. 33/2006 (International Movement ATD Fourth World v. France), issues surrounding housing rights were brought to the fore, sparking national dialogue on inadequate housing policies. Similarly, discussions on minimum wage policies, as seen in Collective Complaint No. 111/2014 (Greek General Confederation of Labour v. Greece), highlighted gaps in policy implementation during economic crises. However, the outcomes of such debates have often been limited to rhetorical acknowledgment without substantive reforms. Stakeholders highlighted that these references lacked the necessary follow-through to produce concrete improvements for affected populations. This disconnection between discourse and action illustrates the challenges of leveraging the Charter as a practical tool for change. Economic conditions further exacerbate the difficulties in implementing the Charter recommendations. In many countries, resource constraints and competing budgetary demands limit the feasibility of enacting significant reforms. For states with developing economies or high levels of fiscal pressure, the financial implications of compliance with the Charter recommendations can act as a significant barrier. Stakeholders from such contexts noted that while they respect and accept the principles of the Charter, resource limitations and broader economic priorities often prevent meaningful progress.

136. Likewise, the recommendations and conclusions by the ECSR are actionable to varying degrees, depending on the nature of the issue and the country's political context. For example, recommendations have successfully led to legislative changes, such as adjusting the age of criminal responsibility in Ireland, where it was raised from 7 to 12 years following discussions referencing the Charter principles. Similarly, in Greece, the ECSR's recommendations contributed to legislative amendments ensuring mandatory legal representation for children in judicial proceedings, reinforcing their access to justice. However, systemic or resource-intensive issues, such as improving housing conditions for marginalised groups, often require significant time and investment to address, making them harder to act upon immediately.

3. Conclusions

137. The evaluation of the Charter shows both the achievements and the challenges within the Charter framework. This chapter presents the overall conclusions based on the key findings.

138. The Charter remains highly relevant as a framework for safeguarding social rights across member states. Its comprehensiveness in addressing a wide range of rights and target groups ensures its significance in tackling contemporary challenges. However, its visibility and direct influence on national legislation have declined as social rights become embedded in national and international legal systems.

139. While this institutionalisation demonstrates its success as a standard-setter, it has also reduced the Charter's prominence as a primary reference. Limited awareness among legal practitioners, policymakers, and civil society further restricts its impact, with many stakeholders underutilising the Charter as a tool for advocacy and policy development.

140. The Charter plays a critical and complementary role within the broader human rights landscape. Its key added value lies in its comprehensive scope, flexibility, and human-centred approach, which address gaps not fully covered by others, such as the Convention, ILO conventions, and EU.

141. Synergies with other Council of Europe instruments, highlight the Charter's potential as a unifying framework. However, better coordination and joint initiatives, such as thematic workshops or unified reporting, could enhance coherence within the Council of Europe. Similarly, the Charter complements EU and ILO efforts, though its impact is limited by its non-binding nature compared to EU directives and the ILO's tripartite structure.

142. The reform has achieved notable progress in improving focus and quality, particularly through thematic reporting cycles and targeted questions. These measures have reduced the administrative workload for member states and enabled more actionable conclusions aligned with contemporary social issues.

143. However, structural inefficiencies persist. Delays between submissions and conclusions can reduce the impact of recommendations. The collective complaints procedure, while addressing topical social issues and facilitating some legislative changes, faces significant backlogs and resource constraints. Smaller civil society organisations struggle to engage due to limited legal expertise and financial capacity, creating an uneven playing field. Rising awareness of the mechanism has increased submissions, but this has further stretched limited resources, delaying resolutions and diminishing confidence in the process.

144. One general challenge that has been identified across all criteria is the mismatch of resources with the tasks and workload of the monitoring bodies, in particular the ECSR and the Social Rights Secretariat. While the recent reform is likely to reduce the workload and reporting burden of member states, the monitoring bodies are less likely to benefit from this reduction. For ensuring a sustainable future of the Charter, solutions should re-balance resources against tasks. It is key to seek these solutions that (1) safeguard key monitoring effects, (2) complement monitoring with useful learning instruments on pressing issues (such as ad hoc reports), and (3) account for the growing case load through the collective complaints procedure in a resource-strained environment.

145. The Charter has made important contributions to social rights protection in Europe, influencing policies, legislation, and practices in member states. However, while it provides a foundational framework for advancing social rights, its effectiveness is hindered by structural inefficiencies, a lack of enforceability, and limited national ownership.

146. The ratification of the revised Charter and the acceptance of the collective complaints procedure are key conditions that can partially offset deficiencies in other areas. This highlights the strategic importance of the ratified Charter and the collective complaints procedure in advancing Charter conformity.

147. Despite these insights, the Charter's influence on national legislation varies significantly depending on national legal frameworks and the integration of international obligations. While some countries adopt Charter provisions directly into domestic law, others require additional legislative steps, which can delay or dilute implementation.

148. The collective complaints mechanism has driven policy changes in key areas, demonstrating its potential as an advocacy tool for civil society and trade unions. However, resource constraints, procedural delays, and limited ratification by member states restrict its reach and effectiveness.

149. The effectiveness of the Charter is further constrained by limited dialogue and coordination internally and externally. Insufficient engagement between the ECSR and GC internally, and Charter

and national authorities externally, compounded by fragmented responsibilities across ministries, hampers implementation. Meanwhile, knowledge gaps among key stakeholders, including NGOs and social lawyers, reduce their ability to advocate for Charter-related reforms. Enhanced communication, tailored support, and greater outreach efforts are essential to bridging these gaps and fostering more meaningful engagement.

150. Finally, the interplay of factors driving both conformity and non-conformity underscores the need for a holistic approach in enhancing the Charter's effectiveness. A focus on empowering civil society, leveraging treaty mechanisms, and fostering dialogue and contextual understanding will be pivotal in maximising the Charter's impact on social rights across Europe.

4. Lessons learnt

151. To facilitate learning from the outcomes of this evaluation, this section consolidates key findings, identifies critical success factors, and highlights central challenges. These insights aim to inform future efforts in enhancing the efficiency, relevance, and effectiveness of the Charter reform processes and monitoring mechanisms.

Lesson 1: Effective dialogue and contextualization are crucial for accurate assessment

152. The evaluation underscores the importance of fostering continuous dialogue between the ECSR, GC and national authorities to ensure that conclusions and recommendations reflect the national context. Misunderstandings stemming from a lack of dialogue have, at times, resulted in decisions on non-conformity that fail to capture the nuanced realities of member states. A key lesson learned is that increased communication and contextual understanding between the ECSR and member states can greatly enhance the relevance and impact of the Charter's recommendations.

153. *Success Factors:*

- Strengthened communication channels can facilitate timely, accurate reporting and foster mutual understanding.
- Contextualised recommendations are more actionable, increasing the likelihood of state compliance.

154. *Challenges:*

- Limited resources and time constraints make sustained dialogue challenging, particularly in cases involving complex or sensitive social rights issues.
- Structural barriers within the Council of Europe and member states can impede direct interaction and responsiveness.

Lesson 2: Clear guidance on the collective complaints procedure is needed for broader use

155. The collective complaints procedure is widely recognised as a more efficient alternative to traditional reporting. However, awareness and understanding of this mechanism among stakeholders remain limited. The lesson learned is that better education and targeted support could empower INGOs, trade unions, and other civil society organisations to utilise this tool effectively, thus enhancing the responsiveness and adaptability of the Charter framework.

156. *Success Factors:*

- Simplifying procedural requirements and providing clear guidelines can make the mechanism more accessible.

- Capacity-building initiatives targeting NGOs and trade unions increase their ability to participate effectively.

157. *Challenges:*

- Limited resources among civil society organizations reduce their capacity to engage with the complaints process, often leaving issues unaddressed.
- The mechanism's complexity and legal nature can be a barrier for stakeholders with limited expertise in social rights law.

Lesson 3: Reducing the reporting burden must be balanced with monitoring quality

158. The reform package aimed to streamline reporting requirements and reduce the burden on member states. While this goal has generally been well-received, there is an ongoing need to ensure that this simplification does not compromise the monitoring depth or quality. A key lesson is that efficiency should not come at the expense of comprehensive legal assessment and effective oversight.

159. *Success Factors:*

- Reducing repetitive reporting can help focus resources on the most pertinent social rights issues, potentially increasing compliance rates.
- Enhanced dialogue and more targeted questions in reports can improve the quality of data received, thereby supporting more informed assessments.

160. *Challenges:*

- Simplified reporting may lead to narrower oversight, limiting ECSR's ability to thoroughly assess compliance with the social rights provisions.
- The shift to a less frequent reporting cycle may result in missed opportunities to address ongoing or evolving compliance issues promptly.

Lesson 4: Visibility and awareness campaigns are essential for the Charter's influence

161. There is a need to enhance the visibility of the Charter and its mechanisms, as awareness remains limited among key stakeholders, including NGOs, national legal professionals, and member state officials. A key lesson is that visibility and targeted awareness-raising campaigns are necessary to improve the Charter's effectiveness and encourage wider stakeholder engagement.

162. *Success Factors:*

- High-visibility events, targeted outreach, and continuous advocacy improve the Charter's profile and increase understanding among stakeholders.
- Publicising successful case studies of social rights improvements under the Charter framework can enhance its credibility and inspire broader engagement.

163. *Challenges:*

- Limited communication resources and outreach budgets restrict the Charter's ability to implement sustained awareness campaigns.
- Differences in national priorities and political will can lead to varied levels of engagement, complicating a unified approach to awareness-building.

5. Recommendations

164. The lessons learned provide a rationale and evidence base for the following recommendations, showing that the recommendations are well-grounded in observed challenges and successes. Each recommendation seeks to address specific findings and the conclusions by proposing actionable steps for improvement.

No	Recommendation	Reasoning	Ideas for Implementation
1	Increase the visibility of the Charter through targeted, high-visibility events and outreach, focusing on national parliaments, NGOs, legal professionals, and key national stakeholders to foster greater engagement.	Low awareness and visibility of the Charter hinder its potential impact; enhanced outreach could boost support and understanding among critical national actors (Relevance Key Findings 1, 4; Coherence Key Finding 9).	Organize annual or biennial the Charter-themed events in each member state, focusing on recent findings, case studies, and practical implications for national social policies; collaborate with prominent legal and social institutions to increase event reach; create a social media strategy targeting national parliaments, NGOs and legal communities to raise awareness and share success stories of the Charter impact.
2	Increase dialogue between the Charter monitoring bodies and member states with particular emphasis on improving interaction between the ECSR and the GC to enhance contextual understanding and avoid non-conformity decisions based on incomplete information or lack of context.	Findings indicate limited exchange and dialogue, leading to misunderstandings and decisions that do not fully consider national contexts (Efficiency Key Findings 10, 12; Effectiveness Key Findings 14, 16).	Organise annual workshops or meetings to facilitate in-depth discussions on findings and non-conformity issues; appoint liaison officers within each country to facilitate continuous exchange between the ECSR and national bodies; consider bilateral dialogues for clarifying context before finalising recommendations.
3	Promote the collective complaints procedure among government officials and national parliaments, emphasising its advantages in targeted reporting and reducing the broader reporting burden.	The collective complaints procedure is seen as an efficient alternative, but it is underutilised, and stakeholders lack awareness and resources to engage with it effectively (Efficiency Key Finding 11; Effectiveness Key Findings 14, 15).	Develop a communication campaign targeting government ministries, national parliaments, civil society, and trade unions to raise awareness about the collective complaints procedure; provide tailored training sessions on how to file complaints effectively; consider reducing procedural complexities to make the mechanism more accessible to smaller organizations with limited resources.

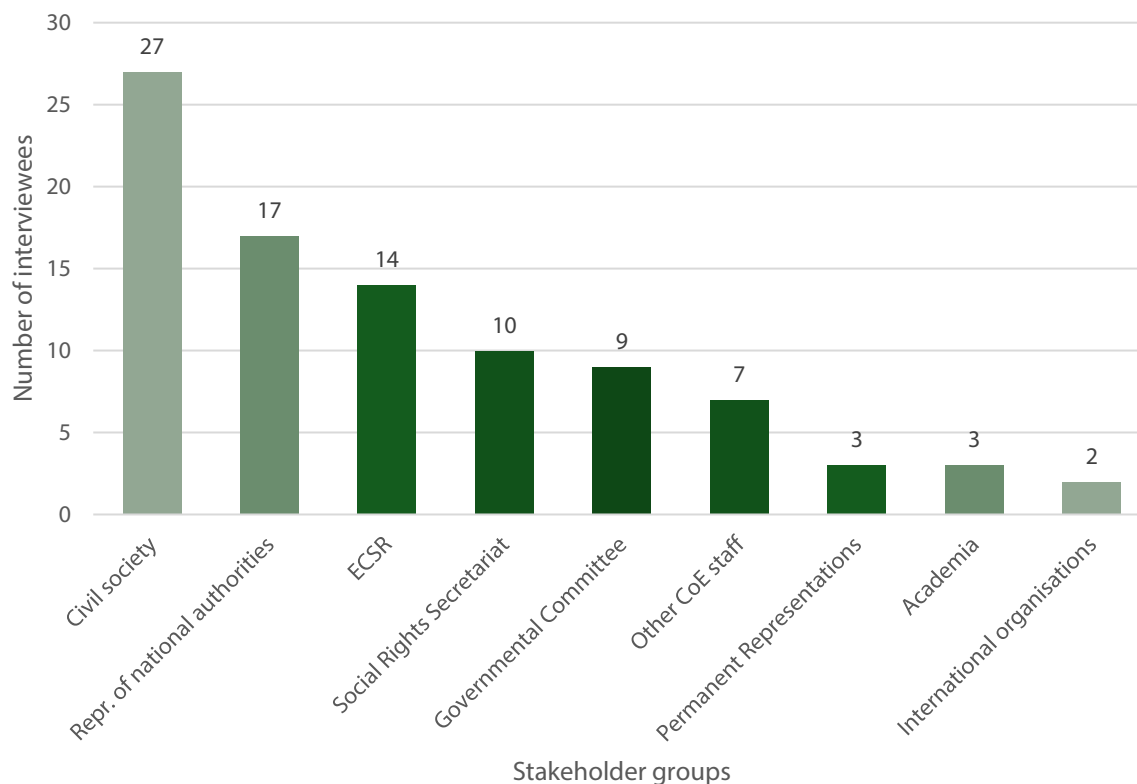
4	Review the value of ad hoc reports, assessing to what extent they can complement regular monitoring reports to enhance peer learning and address emerging issues.	While the first ad-hoc report has been appreciated for its timely relevance, there is the risk that ad-hoc reporting may further increase the workload for ECSR; the focused and thematic approach has been widely appreciated (Efficiency Key Finding 17).	Conduct a pilot assessment with the first ad hoc report to evaluate the effectiveness and assess the added value to regular monitoring reports; consider incorporating ad hoc reporting for urgent issues (only) while reducing the frequency or scope of regular reporting on the accepted provisions, as the overall workload needs to correspond to the given resources.
5	Decrease the time between receiving reports and publishing conclusions to improve responsiveness and reduce the time gap that currently limits impact.	Delays between reporting and conclusions create inefficiencies and reduce the impact of findings (Efficiency Key Finding 12; Effectiveness Key Finding 17).	Review internal processes by setting specific deadlines for each review stage, increase staffing or use digital tools for faster report processing, and consider appointing task-specific teams to handle particular aspects of reporting to reduce bottlenecks in the evaluation process. Review the follow-up procedure before the Governmental Committee and the Committee of Ministers, e.g. by considering more frequent meetings. Evaluate the impact of faster publication on compliance rates. Review the scope of reporting and consultations to adequately reflect the given resources.
6	Advocate for greater involvement of national civil society organizations in the collective complaints procedure to hold governments accountable and foster public support for social rights.	Civil society's role in holding governments accountable is crucial; however, NGOs often lack the resources or access to utilise the mechanism (Effectiveness Key Findings 15, 16, 17).	Provide training on the mechanism's use, and create an online resource portal with guidelines, case studies, and support contacts; encourage states to recognise and support NGOs actively using this mechanism as accountability partners.
7	Integrate national parliaments, NGOs and civil society more closely into follow-up efforts to enhance implementation of resolutions and ECSR conclusions or recommendations. Create a broader support network for the Charter objectives.	The effectiveness of the Charter resolutions is limited by a lack of follow-up and stakeholder involvement in implementation (Effectiveness Key Finding 17; Coherence Key Findings 8, 9).	Develop a formalised follow-up framework in which national parliaments, NGOs and civil society are regularly briefed on resolution outcomes and next steps; hold joint review sessions every six months to discuss progress on implementing resolutions; assign follow-up roles to NGOs based on their expertise, enhancing accountability and impact tracking for resolutions.

8	Strengthen the implementation of the Charter by linking it more closely with Council of Europe cooperation activities in member states, allowing for better alignment with national priorities and resource allocation.	The Charter's implementation is limited by the political will and alignment with national priorities; linking it more closely to cooperation projects can foster greater integration and commitment (Effectiveness Key Finding 16; Efficiency Key Findings 10, 12).	Identify areas of overlap between the Charter recommendations and ongoing cooperation projects in each member state; coordinate with national governments to ensure the Charter-related activities are part of cooperation agendas; ensure ECSR members participate in key national cooperation projects for continuity and contextual relevance of social rights initiatives; provide tailored trainings and guidance on reporting (e.g. in setting up coordination committee, with different stakeholders to facilitate the collection of the required information for the Charter monitoring
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Appendix 1: Composition of interviewees

Overall, 92 individuals were interviewed. These included representatives of all major stakeholder groups. The biggest stakeholder group, civil society representatives, included 27 individuals, among them 7 representatives of national human rights institutions and 6 representatives of trade unions. The second largest stakeholder group was composed of representatives of national authorities, among them ministerial officials, civil servants and ombudspersons.

Figure 3: Number of interviewees by stakeholder group



Appendix 2: Evaluation matrix

Criteria	Question	Ideas for operationalisation (Assessment Criteria / Sub Questions, etc.)	Source /basis for evaluation	Data analysis method
Relevance	To what extent are the objectives of the Charter and its procedures relevant to the needs of member states to ensure a legal framework for safeguarding social rights for their citizens?	Self-assessment of national political stakeholders regarding their needs (i.e. open collection of perceived criteria assessing the relevance): Alignment with national social policies/political priorities (comparative analysis of sampled members states, i.e., perceived relevance will be compared based on the criteria shared in interviews and the criteria below) Extent to which the following categories (i.e., ex ante criteria) are highlighted as priority needs: employment, housing, health, education, social protection and welfare.	Documents: press releases and statements from national representatives, national strategies/action plans on social rights Semi-structured interviews (national authorities' representatives, members of the ECSR)	Qualitative content analysis
	How relevant is the Charter and its procedures for establishing a legal framework protecting and securing the rights of vulnerable persons and disadvantaged groups (e.g., women, children, migrants, minorities, disabled persons, etc.)?	Collection of examples in countries where women, children, migrants, minorities, disabled persons, LGBTQIA+ have benefitted or not benefitted from the (non-)adoption of provisions of the Charter. Self-assessment of representatives of vulnerable groups, NGOs, CSOs and trade unions regarding the extent to which the Charter addresses their social and economic rights in terms of employment, housing, health, education, social protection and welfare in its legal framework. Self-assessment of representatives of vulnerable groups, NGOs, CSOs and trade unions whether other fundamental rights on their agenda are not yet sufficiently addressed by the Charter framework. Are all relevant vulnerable groups addressed by the Charter (e.g., women, children, migrants, minorities, Roma, Sinti, disabled persons, LGBTQIA+)?	Documents: publications and statements by the Commissioner for Human Rights, trade unions and INGOs, Semi-structured interviews (representatives of trade unions and INGOs, national authorities' representatives)	Qualitative content analysis

	What is the added value of the Charter and its procedures compared to other international legal standards (e.g., EU, ILO) and the respective mechanisms associated with them, e.g., EU infringement procedures, in the domain of social rights protection?	Differences and commonalities of the different legal standards (regarding content, function, purpose, mechanisms and technical assistance) as basis to assess potential redundancies (i.e., limited added value) of the Charter. What is the Charter's visibility vis-a-vis the ILO and EU instruments in the field? Does Council of Europe/Charter have a clear comparative advantage related to working methods, reputation, etc.? Reference to standards in national legislation/policies	Documents: other international legal frameworks related to social rights, (comparative) academic articles (public international law), documents issued by international organisations on the Charter Semi-structured interviews (national authorities' representatives, representatives of trade unions and INGOs, staff members of the sub-programme, representatives of other international organisations, such as ILO and EU)	Qualitative analysis	content
Coherence	To what extent is the Charter coherent with the European Convention on Human Rights and other Council of Europe instruments in securing social rights for citizens in Europe?	Complementarity with the Convention and other Council of Europe instruments The Charter has different mechanisms at place than the Convention (e.g., individuals cannot file complaints). What are the implications? Extent to which Convention elements are covered by the Charter provisions	Documents: Convention (incl. material on the Convention Knowledge Sharing platform), European Code of Social Security, other Council of Europe instruments (ECRI reports, Istanbul Convention, Lanzarote Convention etc.) Semi-structured interviews (relevant Council of Europe staff members, e.g., Office of the Commissioner of Human Rights)	Qualitative analysis	content
	To what extent are the aims of the Charter coherent with initiatives of other international actors, namely the EU and UN-ILO?	Selection of few key legal documents / instruments and highlight the difference. To what extent do other international actors (e.g., EU and UN-ILO) also address social and economic rights? To what extent do the Charter and the initiatives of other international actors overlap / complement?	Documents: other international legal frameworks related to social rights, (comparative) academic articles (public international law), documents issued by international organisations on the Charter Semi-structured interviews (representatives of other international organisations, members of the ECSR)	Qualitative analysis	content
Efficiency	To what extent has the Reform process initiated in 2022 contributed to efficiency of the sub-programme's monitoring mechanism?	Aspects highlighted in the documents produced by the Committee of Ministers ad hoc working party (GT-CHARTÉ) as well as focus on what people complained about and summarise findings Perceived reduction of administrative workload by national state stakeholders, civil society, vulnerable groups, and trade unions on the	Documents: annual activity reports of ECSR, CM documents Semi-structured interviews (national authorities' representatives, members of the ECSR, staff members of the sub-programme, representatives of INGOs)	Qualitative analysis	content

		<p>efficiency / improvement of the new monitoring mechanism (e.g., regarding targeted questions, simplified annual reports, follow-up efforts etc.)</p> <p>Perceived increased transparency of reporting guidelines after reform process by national state stakeholders, civil society, vulnerable groups, and trade unions.</p> <p>Insights on how the process has unfolded, what changes have been put in place, and how have the processes changed so far since the reform.</p> <p>Likelihood of future efficiency.</p>		
	To what extent has efficiency been a driver for decision-making as a result of the collective complaints procedure?	<p>Focus on internal working methods (e.g., does it take too much time to draft everything? What could be the reason of the delay? How could the Charter work faster? Timeliness of the reports and how does this translate onto the local level? Same applies to the budget (not enough members?) How many members are needed to speed up the process?</p>	Semi-structured interviews (national authorities' representatives, representatives of trade unions and INGOs, members of the ECSR)	Qualitative content analysis
Effectiveness	How has the sub-programme contributed to member states changing their policies, legislation and practices to bring situations into conformity with the Charter?	See QCA causal conditions	<p>Documents: ECSR documents (conclusions, findings and ad-hoc reports; statements of interpretation; documents produced by the ECSR Co-operation sector), Documents by other Council of Europe bodies referring to the work on social rights (Court judgements, PACE resolutions and reports; CM resolutions, recommendations and decisions); project documents; press releases.</p> <p>Semi-structured interviews (national authorities' representatives, members of the ECSR)</p>	Qualitative Comparative Analysis (QCA)
	To what extent has the Charter's monitoring mechanism been effective in identifying and addressing shortcomings in member states?	<p>Identification of shortcomings:</p> <p>Number of accepted provisions of a focal member state that the ECSR judges as non-conforming in its conclusions</p>	Documents: ECSR documents (conclusions, findings and ad-hoc reports; statements of interpretation), project documents, documents for triangulation of findings (e.g., country profiles / indices) of other	Qualitative content analysis

		<p>Number of accepted provisions by a focal member state that have been judged as conforming by the ECSR in its conclusions</p> <p>Percentage of conforming / non-conforming provisions as stated by the ECSR in its conclusions.</p> <p>Addressing shortcomings in member states:</p> <p>Comparison of percentages across member states.</p> <p>Self-assessment of national political stakeholders, civil society, and vulnerable groups regarding (i) the effectiveness in identifying and addressing shortcomings and (ii) the extent to which the recommendations and conclusion by the ECSR are considered actionable.</p>	<p>social rights organisations / monitoring bodies outside of Council of Europe (e.g., Global Social Progress Index; The Economic and Social Rights Performance Score)</p> <p>Semi-structured interviews (national authorities' representatives, members of the ECSR and the Governmental Committee)</p>	
	What factors facilitate or hinder the achievement of the outcome(s) in member states considering different levels of commitment to the Charter?	See QCA causal conditions	<p>Documents: ECSR documents (conclusions, findings and ad-hoc reports; statements of interpretation), Documents by other Council of Europe bodies referring to the work on social rights (Court judgements, PACE resolutions and reports; CM resolutions, recommendations and decisions); project documents.</p> <p>Semi-structured interviews (national authorities' representatives)</p>	QCA
	To what extent has the reform process initiated in 2022 contributed to increased effectiveness of the monitoring mechanism?	<p>Extent to which the reform process has led to increased dialogue between the Charter monitoring bodies and the competent authorities of each member state</p> <p>Perceptions of civil society and trade unions.</p>	<p>Documents: ECSR documents, publications and statements by trade unions and INGOs</p> <p>Semi-structured interviews (national authorities' representatives, members of the ECSR and the Governmental Committee, representatives of trade unions and INGOs)</p>	Qualitative content analysis

Appendix 3: QCA-related findings

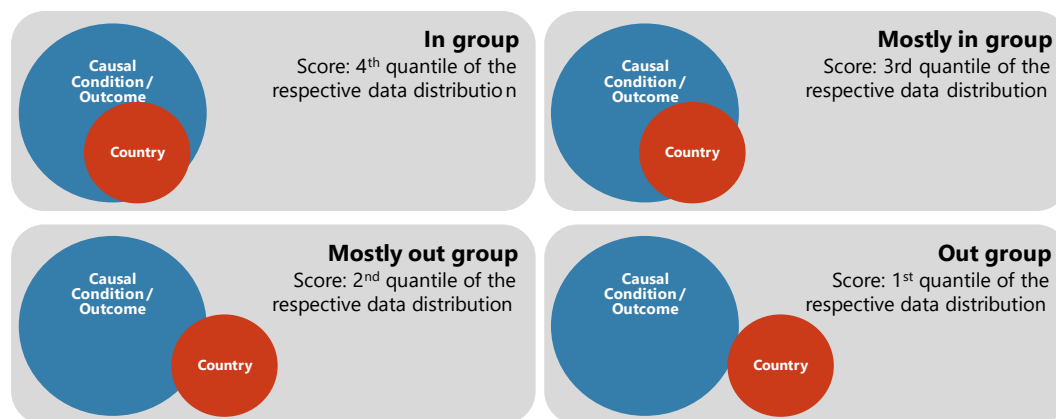
1. According to Charles Ragin, who is credited with developing QCA, QCA assumes that different combinations of factors (i.e., configurations) will yield a particular change, rather than any one individual factor, and different configurations can produce similar changes. As such, QCA can be suitable for analysing multiple cases in complex situations to identify causal links and explain conditions under which changes happen. Given that QCA bridges the empirical gap between common qualitative and quantitative methods to analyse cross-case patterns in small- and medium-N data sets (e.g., 5–50 cases), it is ideal to analyse the Charter conformity and generalise its findings across all cases of Council of Europe member states (n=42). A QCA requires the following carefully thought-out steps to identify potential causal (near-necessary, sufficient, or both) paths (i.e., configurations) for the Charter conformity.

2. **Identify case studies:** Case studies provide the qualitative and quantitative data on which a QCA is based to unravel potential recipes. Given that the total number of relevant the Charter signatories (n=42) does not exceed the upper bound of 50, which is considered as still suitable for QCA, there is no methodological need to draw a representative sample for analysis. Available and comparable data in terms of quality of explanatory factors for the cases in questions (i.e., Council of Europe member states) will determine the final scope for analysis. In this vein, assessments must be extensive enough to transpose qualitative data into quantitative figures for QCA.

3. **Develop a set of explanatory factors** (i.e., causal conditions): In straight consultation with key stakeholders (i.e., reference group, and key informants) during the inception phase of this evaluation, it was possible to identify four key causal conditions (see table 1) that are deemed causal (i.e., necessary, sufficient, or both) drivers for the occurrence of the outcome (i.e., the effectiveness of the Charter). As data availability and quality is high for 41 out of 42 the Charter signatories¹⁶, 41 cases that represent almost the entire population in question were included for analysis. To minimise the probability of generating results on random data (>10%), Marx and Duşa (2011) suggest including a total of up to six causal conditions. In this vein, two additional causal conditions (i.e., the acceptance of the revised charter and the acceptance of the collective complaints procedure) were also included.

4. **Scoring the causal conditions** (i.e., calibration): Upon definition of the causal conditions, a combination of existing data, desk reviews, and site visits, including stakeholder interviews, provides the theoretical and substantial case knowledge necessary to assign scores for the causal conditions for each case. This is a vital step in converting qualitative findings into quantitative data (e.g., regarding the Charter effectiveness), and it should be consistently applied across all cases. The causal conditions were either coded as crisp sets (dichotomies scored as 0.0 or 1.0) or fuzzy sets (with scores assigned within the 0.0–1.0 interval). QCA then requires an assessment of the extent to which a specific case falls “within group” or “outside group” for a given causal condition or the outcome. For the fuzzy sets, calibration is based on four progressively different relationships to a group (see figure 3).figure 4). Appendix 4 provides the overview of the data set and its descriptive statistics, on which calibration is based.

16. The civil society participation index was not available for Andorra, for which it had to be excluded from the subsequent QCA.

Figure 4: The relationships between country cases and causal conditions for calibration

Source: Adapted from Independent Evaluation Group

5. **Analysing the results:** The data are analysed using the QCA add-in for Excel (Cronqvist, 2019), triangulated by a specialised software fs/QCA version 4.1 (Ragin and Davey, 2022). The QCA software is used to analyse patterns among the causal conditions and the outcome. By using Boolean algebra, the software provides a rigorous logic-based approach to identifying patterns across multiple case studies and causal conditions. In addition to confirming causal links, the QCA software also looks for combinations of factors or pathways that can lead to various solutions. A unique aspect of QCA is that it is sensitive to equifinality and will recognise the presence of multiple distinct pathways that lead to the same solution (see truth tables in Appendix 4). To interpret the QCA findings, it is necessary to refer back to the case studies to ensure that the results make sense. In this sense, the QCA can be an iterative process for seeking multiple causal pathways to address a particular problem. Against this backdrop, multiple rounds of analysis were run to test the relationships theorised based on empirical information translated from the in-depth country cases. The main variation applied was to model the outcome. The remainder of this chapter focuses on the final results of the QCA.

6. The QCA provides two goodness-of-fit measures (i.e., consistency and coverage), which help evaluating the analyses of necessity and sufficiency of the configurations (i.e., causal condition(s) and the outcome co-occur within the data set). Simply put, consistency describes the extent to which an empirical relationship between a configuration and the outcome approximates set-theoretic necessity or sufficiency, measuring the strength of the relationship. Coverage describes the empirical importance or the relevance of a configuration, explaining instances of the occurrence of the outcome. For necessary conditions, consistency is typically set very high, at 0.9; whereas for sufficient conditions, lower consistency values (e.g., 0.75) are relatively common. Coverage values should usually be 0.60 or higher, but the thresholds for what is deemed 'good' can vary with the research design and aim of the research (Schneider & Wagemann, 2010).

7. **Necessity analysis:** QCA unravels the configurations that are near necessary, sufficient, or both for the Charter conformity. In a first step, QCA assesses the relationships among each of the six causal conditions identified in relation to the outcome (i.e., the Charter conformity) in terms of necessity. The remainder of this section examines the effect of the causal conditions on two variations of the outcome: (i) the Charter conformity and (ii) the Charter non-conformity. The QCA found that high CSO participation appears to be a near-necessary condition for the occurrence of the Charter conformity while low Convention conformity seems to be a near-necessary condition for the Charter non-conformity (see tables 3 and 4). Subsequent sufficiency analyses confirm these

necessity relations as both conditions appear in each sufficient configuration of their respective analysis (see table 3 and 5). Nonetheless, the fair coverage rate of 48.3 % for high CSO participation only allows to speak of an almost near-necessary condition, as the general threshold of 60% is not met.

Table 3: Necessity of causal conditions for the Charter conformity

CONDITIONS TESTED	CONSISTENCY	COVERAGE
EU MEMBER	0.770	0.451
EU MEMBER OR CANDIDATE	0.895	0.393
HIGH CSO PARTICIPATION	1	0.483
HIGH FISCAL SPACE	0.689	0.690
HIGH CONVENTION CONFORMITY	0.236	0.739
REVISED CHARTER RATIFIED	0.751	0.371
COLLECTIVE COMPLAINTS PROCEDURE ACCEPTED	0.428	0.423

Table 4: Necessity of causal conditions for the Charter non-conformity

CONDITIONS TESTED	CONSISTENCY	COVERAGE
NON-EU MEMBER	0.411	0.740
NEITHER EU MEMBER NOR CANDIDATE	0.132	0.667
LOW CSO PARTICIPATION	0.330	1
LOW FISCAL SPACE	0.805	0.805
LOW CONVENTION CONFORMITY	0.948	0.664
REVISED CHARTER NOT RATIFIED	0.201	0.563
COLLECTIVE COMPLAINTS PROCEDURE NOT ACCEPTED	0.634	0.638

8. **Sufficiency analysis:** In a second step, QCA assesses the relationships between different configurations and the outcome (i.e., the Charter conformity) in terms of sufficiency. In parallel to the necessity analysis, the remainder of this section examines the effect of different configurations on two variations of the outcome: (i) the Charter conformity and (ii) the Charter non-conformity. The QCA found that **high CSO participation is a key driver for the Charter conformity**. As the necessity analysis has already hinted, high CSO participation is a necessary condition for the occurrence of the outcome, being present in each sufficient configuration. The combination of high CSO participation and EU membership appears powerful enough to outweigh the absence of conditions related to the Council of Europe treaty system (i.e., Convention conformity, the ratified revised charter and the accepted collective complaints procedure), as seen in the relatively high unique coverage of path 2 (see table 5). This finding can be corroborated by running a logistic regression¹⁷ of the causal conditions on the Charter conformity: EU membership ($\beta = 0.162$ and $p = 0.000$) and CSO participation ($\beta = 0.361$ and $p = 0.001$) are the only variables with a significant effect on the Charter conformity. This finding suggests that EU members with high CSO participation have a strong social rights system, which is to a large degree conform with the Charter. Furthermore, it highlights the importance of the Charter visibility among civil society and the relevance for the latter to be actively integrated in the charter system (see also key findings under coherence). In a few instances (see paths 3–4), the presence of the Charter related conditions (i.e., revised charter ratified and accepted collective complaints procedure) might compensate for shortcomings in Convention conformity or fiscal space in the context of the Charter conformity. However, this phenomenon

17. For methodological triangulation, we ran a fitted logistic regression model using the glm- function in Rstudio with the statistical software R version 4.4.2.

might stem from statistical chance as the probability of random conformity is largely superior to 10% in these cases.¹⁸

Table 5: Sufficiency configurations of the intermediate solution for the Charter conformity

	PATH 1	PATH 2	PATH 3	PATH 4	PATH 5
EU MEMBER					
CSO PARTICIPATION					
FISCAL SPACE					
CONVENTION CONFORMITY					
REVISED CHARTER RATIFIED					
COLLECTIVE COMPLAINTS PROCEDURE ACCEPTED					
CONSISTENCY	0.681	0.856	1	1	0.861
RAW COVERAGE	0.129	0.322	0.037	0.048	0.091
UNIQUE COVERAGE	0.004	0.197	0.037	0.048	0.091
CASE COUNTRIES	Denmark, Luxembourg, Poland, Slovak Republic	Denmark, Estonia, Latvia, Lithuania, Luxembourg	Norway	Sweden	Finland, Ireland
OVERALL SOLUTION CONSISTENCY	0.820				
OVERALL SOLUTION COVERAGE	0.502				
COLOUR CODING: BLUE COLOURING MEANS THAT THE <i>CONDITION</i> MUST BE PRESENT AS PART OF THE RESPECTIVE <i>CONFIGURATION</i> . RED MEANS THAT THE RESPECTIVE <i>CONDITION</i> MUST BE ABSENT FROM THE <i>CONFIGURATION</i> . IF A <i>CONDITION</i> IS NEITHER RED NOR BLUE, IT DOES NOT MATTER WHETHER IT IS PRESENT OR ABSENT FOR THE <i>CONFIGURATION</i> THAT YIELDS THE CHARTER CONFORMITY.					

9. In terms of a counterfactual analysis, QCA is also able to produce findings regarding the non-occurrence of the outcome. Put differently, we can also analyse the pathways leading to non-conformity with the Charter. In this vein, and building on the preceding necessity analysis, the absence of Convention conformity (i.e., low Convention conformity) seems to be a necessary condition for the absence of the Charter conformity, being present in each sufficient configuration (see table 6). In other words, **non-conformity with the Convention coincides with the Charter non-conformity**. In addition, counterfactual analysis reveals that the Charter conformity (consistency = 0.739; coverage = 0.236) is neither necessary nor sufficient to (co-)produce Convention conformity. This instance holds true regardless of the extent of CSO participation and fiscal space within a country. In other words, high CSO participation does not impede the Charter non-conformity, neither alone nor in combination with other conditions (e.g., having accepted collective complaints procedure). On a positive note, paths 1 and 4 suggest that the absence of an accepted collective complaints procedure play a significant role in the non-occurrence of the Charter conformity. In fact, the ratification of the revised charter and the acceptance of the collective complaints procedure are core conditions as there is no solution for which neither of them is irrelevant. Yet, the data shows that the interplay of factors is key, revealing that there is no single condition that accounts alone for either the conformity or the non-conformity with the Charter.

18. In fact, given a binomial probability of 50% chance to be compliant with the Charter, the p-value for Norway or Sweden to display Charter conformity by chance is accordingly 0.5. In case of Finland and Ireland, the p-value in the case of two countries being Charter compliant by chance is 0.25. In all these cases, the p-value is superior to the practical threshold of 0.1. Against this backdrop, we cannot exclude Charter conformity by chance.

Table 6: Sufficiency configurations of the intermediate solution for the Charter non-conformity

	PATH 1	PATH 2	PATH 3	PATH 4	PATH 5
EU MEMBER OR CANDIDATE					
CSO PARTICIPATION					
FISCAL SPACE					
CONVENTION CONFORMITY					
REVISED CHARTER RATIFIED					
COLLECTIVE COMPLAINTS PROCEDURE ACCEPTED					
CONSISTENCY	1	0.978	0.919	0.907	0.972
RAW COVERAGE	0.199	0.111	0.331	0.342	0.089
UNIQUE COVERAGE	0.035	0.086	0.037	0.089	0.007
CASE COUNTRIES	Azerbaijan, Türkiye	Croatia, Poland, Slovak Republic	Bosnia & Herzegovina, Bulgaria, Estonia, Georgia, Latvia, Lithuania, Republic of Moldova	Albania, Armenia, Austria, Germany, Hungary, Malta, Montenegro, North Macedonia, Romania, Serbia, Ukraine	Bulgaria, Czechia
OVERALL SOLUTION CONSISTENCY	0.899				
OVERALL SOLUTION COVERAGE	0.588				
COLOUR CODING: BLUE COLOURING MEANS THAT THE CONDITION MUST BE PRESENT AS PART OF THE RESPECTIVE CONFIGURATION. RED MEANS THAT THE RESPECTIVE CONDITION MUST BE ABSENT FROM THE CONFIGURATION. IF A CONDITION IS NEITHER RED NOR BLUE, IT DOES NOT MATTER WHETHER IT IS PRESENT OR ABSENT FOR THE CONFIGURATION THAT YIELDS THE CHARTER CONFORMITY.					

Appendix 4: Descriptives of the data set for QCA

Summary statistics

VARIABLE	MEAN	STANDARD DEVIATION	MINIMUM	MAXIMUM	N CASES	MISSING	1 ST QUANTILE	3 RD QUANTILE
EU MEMBER	0.659	0.474	0	1	41	0	0	1
EU MEMBER OR CANDIDATE	0.878	0.327	0	1	41	0	0	1
AVERAGE CSO PARTICIPATION (2020–2023)	0.798	0.171	0.146	0.985	41	0	0.710	0.910
AVERAGE DEBT-TO- GDP RATIO (2020–2022)	0.667	0.365	0.183	1	41	0	0.420	0.780
CONVENTION CONFORMITY	0.123	0.253	0.002	1	41	0	0.010	0.100
REVISED CHARTER RATIFIED	0.781	0.414	0	1	41	0	1	1
COLLECTIVE COMPLAINTS PROCEDURE ACCEPTED	0.390	0.488	0	1	41	0	0	1
THE CHARTER CONFORMITY	0.386	0.157	0.083	0.683	41	0	0.260	0.530

Data set of QCA cases, including causal conditions and the outcome

CASE	EU MEMBER	EU MEMBER OR EU CANDIDATE	AVERAGE CSO PARTICIPATION (2020–2023)	AVERAGE DEBT-TO-GDP RATIO (2020–2022) *	CONVENTION CONFORMITY	REVISED CHARTER RATIFIED	COLLECTIVE COMPLAINTS PROCEDURE ACCEPTED	CHARTER CONFORMITY
ALBANIA	0	1	0.693	0.722	0.031	1	0	0.083
ARMENIA	0	0	0.757	0.600	0.014	1	0	0.254
AUSTRIA	1	1	0.900	0.812	0.111	1	0	0.683
AZERBAIJAN	0	0	0.146	0.217	0.008	1	0	0.149
BELGIUM	1	1	0.945	1.088	0.029	1	1	0.343
BOSNIA AND HERZEGOVINA	0	1	0.674	0.334	0.029	1	0	0.140
BULGARIA	1	1	0.776	0.225	0.008	1	1	0.290
CROATIA	1	1	0.706	0.780	0.010	0	1	0.250
CYPRUS	1	1	0.863	1.004	0.083	1	1	0.269
CZECHIA	1	1	0.793	0.413	0.111	0	1	0.357
DENMARK	1	1	0.980	0.360	0.125	0	0	0.538
ESTONIA	1	1	0.910	0.183	0.111	1	0	0.641
FINLAND	1	1	0.965	0.733	1.000	1	1	0.500
FRANCE	1	1	0.890	1.131	0.021	1	1	0.439
GEORGIA	0	1	0.773	0.499	0.021	1	0	0.254
GERMANY	1	1	0.981	0.679	0.100	1	0	0.607
GREECE	1	1	0.840	1.971	0.015	1	1	0.291
HUNGARY	1	1	0.541	0.764	0.008	1	0	0.304
ICELAND	0	0	0.945	0.740	0.250	0	0	0.286
IRELAND	1	1	0.958	0.523	1.000	1	1	0.538
ITALY	1	1	0.900	1.497	0.008	1	1	0.385
LATVIA	1	1	0.879	0.422	0.059	1	0	0.475
LITHUANIA	1	1	0.822	0.427	0.030	1	0	0.588
LUXEMBOURG	1	1	0.958	0.246	0.250	0	0	0.559
MALTA	1	1	0.836	0.529	0.022	1	0	0.258
REPUBLIC OF MOLDOVA	0	1	0.849	0.339	0.008	1	0	0.212
MONTENEGRO	0	1	0.696	0.884	0.059	1	0	0.391
NETHERLANDS	1	1	0.890	0.521	0.100	1	1	0.371
NORTH MACEDONIA	0	1	0.661	0.521	0.030	1	0	0.317
NORWAY	0	0	0.985	0.420	0.071	1	1	0.617
POLAND	1	1	0.568	0.533	0.010	0	0	0.526
PORTUGAL	1	1	0.837	1.247	0.029	1	1	0.452
ROMANIA	1	1	0.680	0.505	0.004	1	0	0.426
SERBIA	0	1	0.557	0.556	0.032	1	0	0.200
SLOVAK REPUBLIC	1	1	0.795	0.592	0.016	0	0	0.413
SLOVENIA	1	1	0.835	0.755	0.100	1	1	0.588
SPAIN	1	1	0.895	1.162	0.026	1	1	0.433
SWEDEN	1	1	0.947	0.363	1.000	0	1	0.646
TÜRKIYE	0	1	0.382	0.377	0.003	1	0	0.229

Truth table for the Charter conformity

EU member	CSO Participation	Fiscal Space	Convention Conformity	Revised Charter Ratified	Collective Complaints Procedure Accepted	Cases	Charter conformity	Raw consistency
1	1	0	1	0	1	Sweden	1	1
0	1	0	0	1	1	Norway	1	1
1	1	1	0	0	0	Poland, Slovak Republic	1	0.893
1	1	0	0	0	0	Denmark, Luxembourg	1	0.871
1	1	1	1	1	1	Finland, Ireland	1	0.861
1	1	0	0	1	0	Estonia, Latvia, Lithuania	1	0.848
1	1	1	0	1	0	Austria, Germany, Hungary, Malta, Romania	1	0.808
1	1	0	0	0	1	Czechia	0	0.715
1	1	0	0	1	1	Bulgaria	0	0.604
1	1	1	0	0	1	Croatia	0	0.543
0	0	0	0	1	0	Azerbaijan, Türkiye	0	0.531
1	1	1	0	1	1	Belgium, Cyprus, France, Greece, Italy, Netherlands, Portugal, Slovenia, Spain	0	0.495
0	1	0	0	1	0	Bosnia and Herzegovina, Georgia, Republic of Moldova	0	0.472
0	1	1	0	1	0	Albania, Armenia, Montenegro, North Macedonia, Serbia, Ukraine	0	0.441
0	1	1	0	0	0	Iceland, United Kingdom	0	0.394

Truth table for the Charter non-conformity

EU member or candidate	CSO Participation	Fiscal Space	Convention Conformity	Revised Charter Ratified	Collective Complaints Procedure Accepted	Cases	Charter Non-conformity	Raw consistency
0	0	0	0	1	0	Azerbaijan	1	1
1	0	0	0	1	0	Türkiye	1	1
0	1	1	0	1	0	Armenia	1	1
1	1	0	0	0	1	Czechia	1	1
1	1	1	0	0	1	Croatia	1	1
1	1	1	0	0	0	Poland, Slovak Republic	1	0.963
1	1	0	0	1	1	Bulgaria	1	0.957
1	1	0	0	1	0	Bosnia and Herzegovina, Estonia, Georgia, Latvia, Lithuania, Republic of Moldova	1	0.911
1	1	1	0	1	0	Albania, Austria, Germany, Hungary, North Macedonia, Malta, Montenegro, Romania, Serbia, Ukraine	1	0.899
0	1	1	0	0	0	Iceland, United Kingdom	1	0.826
1	1	1	1	1	1	Finland, Ireland	0	0.825
1	1	0	0	0	0	Denmark, Luxembourg	0	0.785
1	1	1	0	1	1	Belgium, Cyprus, France, Greece, Italy, Netherlands, Portugal, Slovenia, Spain	0	0.723
0	1	0	0	1	1	Norway	0	0.660
1	1	0	1	0	1	Sweden	0	0.627

Appendix 5: Overview of the document analysis

SOURCE	DOCUMENT NUMBER	TITLE
GENERAL	DOC_1	The role of political parties in fostering diversity and inclusion: A new Charter for a non-racist society.
GENERAL	DOC_2	Derechos sociales y trabajo: Recuperar, fortalecer y extender derechos
GENERAL	DOC_3	ETS 163 – European Social Charter (Revised), 03.V.1996
GENERAL	DOC_4	La Constitution sociale de l'Europe (Charte sociale européenne) : Réalité et efficacité de la défense des droits.
GENERAL	DOC_5	Las defensorías del pueblo y la implementación de los derechos sociales: Déficit y retos de un enfoque integral del derecho
GENERAL	DOC_6	Improving the protection of social rights in Europe: Volume I: Analysis of the legal framework of the Council of Europe for the protection of social rights in Europe.
GENERAL	DOC_7	Anchoring the right to a healthy environment: Need for enhanced action by the Council of Europe
GENERAL	DOC_8	Letter concerning the Collective Complaint No. 211/2022: Syndicat des Agrégés de l'Enseignement Supérieur (SAGES) v. France [SecCM/OUT(2024)100].
GENERAL	DOC_9	Brief Overview of the European Social Charter System
GENERAL	DOC_10	Resolution 2504 (2023): Health and social protection of undocumented workers or those in an irregular situation
GENERAL	DOC_11	Improving the protection of social rights in Europe: Volume II: Report identifying good practices and making proposals with a view to improving the implementation of social rights in Europe.
GENERAL	DOC_12	Rumbo a la Carta Social Europea: navegando en aguas procuosas hacia el reconocimiento de los derechos sociales y sus garantías.
GENERAL	DOC_13	The Reykjavík Declaration: How Does the European Social Charter Fit into the Community of Shared Values
ACTIVITY REPORTS	DOC_14	European Committee of Social Rights -Activity Report 2020
ACTIVITY REPORTS	DOC_15	European Committee of Social Rights -Activity Report 2021
ACTIVITY REPORTS	DOC_16	European Committee of Social Rights -Activity Report 2022
ACTIVITY REPORTS	DOC_17	European Committee of Social Rights -Activity Report 2023
CO-OPERATION ACTIVITIES	DOC_18	Social Charter Projects
COE PROGRAMME AND BUDGET	DOC_19	Draft Council of Europe Programme and Budget 2024-2027
COE PROGRAMME AND BUDGET	DOC_20	Draft Council of Europe Programme and Budget 2022-2025
COE PROGRAMME AND BUDGET	DOC_21	Draft Council of Europe Programme and Budget 2020-201
COMMITTEE OF MINISTERS	DOC_22	132nd Session of the Committee of Ministers (Turin, 19-20 May 2022) Improving the European Social Charter system – Consolidated Report
COMMITTEE OF MINISTERS	DOC_23	1444th meeting, 27 September 2022 Implementation of the Report on Improving the European Social Charter system
COMMITTEE OF MINISTERS	DOC_24	1460th meeting, 15 March 2023 Improving the European Social Charter system: longer term substantive and procedural issues – Report
COMMITTEE OF MINISTERS	DOC_25	1460th meeting, 15 March 2023 Improving the European Social Charter system: longer term substantive and procedural issues – Report Reference document
COMMITTEE OF MINISTERS	DOC_26	Syndicat des Agrégés de l'Enseignement Supérieur (SAGES) v. France Complaint No. 211/2022 Report to the Committee of Ministers
COMMITTEE OF MINISTERS	DOC_27	4th Summit of Heads of State and Government of the Council of Europe (Reykjavík, Iceland, 16-17 May 2023) – Follow-up – Input from the President of the European Court of Human Rights, the Commissioner for Human Rights, the Secretary General of the Parliamentary Assembly and the Secretary General of the Congress of Local and Regional Authorities
COMMITTEE OF MINISTERS	DOC_28	High Level Conference on the European Social Charter (Vilnius, 3-4 July 2024) – Draft decisions
COMMITTEE OF MINISTERS	DOC_29	Declaration by the Committee of Ministers on social cohesion at the crossroads (Adopted by the Committee of Ministers on 14 February 2024 at the 1489th meeting of the Ministers' Deputies)
COMMITTEE OF MINISTERS	DOC_30	Synopsis Meeting of 9 July 2024 – Social and Health Questions
COMMITTEE OF MINISTERS	DOC_31	Synopsis Meeting of 25 April 2024 – Social and Health Questions

COMMITTEE OF MINISTERS	DOC_32	High-Level Conference on the European Social Charter (Vilnius, 3-4 July 2024) Draft Political Declaration
COMMITTEE OF MINISTERS	DOC_33	Synopsis Meeting of 30 May 2024 – Social and Health Questions
COMMITTEE OF MINISTERS	DOC_34	Synopsis Meeting of 17 January 2023 -European Social Charter System
COMMITTEE OF MINISTERS	DOC_35	Synopsis Meeting of 2 March 2023 -European Social Charter System
COMMITTEE OF MINISTERS	DOC_36	Letter addressed to all permanent representatives Syndicat des Agrégés de l'Enseignement Supérieur (SAGES) v. France - Complaint No. 211/2022
COMMITTEE OF MINISTERS	DOC_37	Reykjavík Summit of the Council of Europe- Declaration
CONTACT LISTS	DOC_38	Platform on social and economic rights
CONTACT LISTS	DOC_39	Key Stakeholders Social Rights Armenia
CONTACT LISTS	DOC_40	Key Stakeholders Social Rights Georgia
CONTACT LISTS	DOC_41	Overview Interview questions and stakeholders
CONTACT LISTS	DOC_42	Council of Europe project "Enhanced social protection of Ukraine" List of project partners with contact details
CONTACT LISTS	DOC_43	Key Stakeholders Social Rights Moldova
CONTACT LISTS	DOC_44	List of permanent agents and ad hoc agents before the ECSR
CONTACT LISTS	DOC_45	List of participants for registration High-Level Conference on the European Social Charter, (Vilnius, 3-4 July 2024)
CONTACT LISTS	DOC_46	Social Rights dept Staff info titles and grades
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_47	Draft Decision on admissibility - Norwegian Association of Small & Medium Enterprises (SMB Norge) v. Norway Complaint n° 238/2024
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_48	Projet de décision sur la recevabilité - Association norvégienne des petites et moyennes entreprises (SMB Norge) c. Norvège Réclamation n° 238/2024
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_49	Draft Decision on admissibility - Federación de Servicios a la Ciudadanía de Comisiones Obreras Región de Murcia (FSC-CCOO) v. Spain Complaint n°. 229/2023
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_50	Projet de décision sur la recevabilité - Federación de Servicios a la Ciudadanía de Comisiones Obreras Región de Murcia (FSC-CCOO) c. Espagne Réclamation n°. 229/2023
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_51	Draft decision on the merits - Open Society European Policy Institute (OSEPI) v. Bulgaria Complaint n°. 204/2022
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_52	Projet de décision sur le bien-fondé - Open Society European Policy Institute (OSEPI) c. Bulgarie Réclamation n°. 204/2022
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_53	Draft decision on the merits - International Federation of Associations of the Elderly (FIAPA) v. France Complaint n°. 205/2022
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_54	Projet de décision sur le bien-fondé - Fédération internationale des associations de personnes âgées (FIAPA) c. France Réclamation n° 205/2022
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_55	Draft decision on the merits - Confederación Sindical de Comisiones Obreras (CCOO) v. Spain Complaint No. 218/2022

EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_56	Projet de décision sur le bien-fondé - Confederación Sindical de Comisiones Obreras (CCOO) c. Espagne Réclamation n° 218/2022
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_57	Draft decision on the merits - European Organisation of Military Associations and Trade Unions (EUROMIL) v. Portugal Complaint No. 199/2021
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_58	Projet de décision sur le bien-fondé - Organisation européenne des Associations militaires (EUROMIL) c. Portugal Réclamation n° 199/2021
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_59	Projet de décision sur le bien-fondé Défense des Enfants International (DEI), Fédération européenne des associations nationales travaillant avec les sans-abris (FEANTSA), Magistrats Européens pour la Démocratie et les Libertés (MEDEL), Confederación Sindical de Comisiones Obreras (CCOO) et Mouvement international ATD Quart Monde c. Espagne Réclamation n° 206/2022
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_60	Draft decision on the merits - Defence for Children International (DCI), European Federation of National Organisations working with the Homeless (FEANTSA), Magistrats Européens pour la Démocratie et les Libertés (MEDEL), Confederación Sindical de Comisiones Obreras (CCOO) and International Movement ATD Fourth World v. Spain Complaint No. 206/2022
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_61	Draft decision on the merits - European Federation of National Organisations working with the Homeless (FEANTSA) v. Belgium Complaint No. 203/2021
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_62	Projet de décision sur le bien-fondé - Fédération européenne des associations nationales travaillant avec les sans-abri (FEANTSA) c. Belgique Réclamation n° 203/2021
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_63	Summary by the Rapporteur on the decision on the merits in Confederación Sindical de Comisiones Obreras (CCOO) v. Spain Complaint No. 218/2022
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024\COLLECTIVE COMPLAINTS	DOC_64	Résumé du rapporteur Projet de décision sur le bien-fondé Confederación Sindical de Comisiones Obreras (CCOO) c. Espagne Réclamation n° 218/2022
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024	DOC_65	Elements of the preliminary document emerging from the ad hoc review process on the Charter rights and the cost-of-living crisis
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024	DOC_66	Eléments du document préliminaire issu du processus d'examen ad hoc sur les droits de la CSE et la crise du coût de la vie
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024	DOC_67	Notes of the 342nd session_(Vilnius, Lithuania, 1 – 4 July 2024)
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024	DOC_68	Notes de la 342e session_(Vilnius, Lituanie, 1 – 4 juillet 2024)
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024	DOC_69	Draft annotated agenda of the 343rd session (Strasbourg, 9 – 13 September 2024)
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024	DOC_70	Projet d'ordre du jour annoté 343e session (Strasbourg, 9 – 13 septembre 2024)
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024	DOC_71	Questions d'intérêt général 343e session (Strasbourg, 9 - 13 septembre 2024)
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024	DOC_72	Matters of general interest 343rd session (Strasbourg, 9 - 13 September 2024)

EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024	DOC_73	Draft Fifth ECSR report on the non-accepted provisions of the ECS Slovenia 2024
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024	DOC_74	Projet de 5e Rapport CEDS sur dispositions non acceptées de CSE Slovénie 2024
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024	DOC_75	Résumé des rapports ad hoc par pays Andorre, Arménie, Azerbaïdjan, Autriche, Bosnie-Herzégovine, Bulgarie, Croatie, Chypre, Tchéquie, Danemark, Estonie, Finlande, France, Géorgie, Allemagne, Grèce, Italie et Pays-Bas session 343
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024	DOC_76	Révision du règlement, septembre 2024 rev 06 09 24
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024	DOC_77	Rules revision, September 2024 rev 06 09 24
EUROPEAN COMMITTEE ON SOCIAL RIGHTS (ECSR)\343RD SESSION, 9-13 SEPTEMBER 2024	DOC_78	Summary of Ad hoc reports by country Andorra, Armenia, Azerbaijan, Austria, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Italy, and Netherlands _Session 343
EUROPEAN COURT OF HUMAN RIGHTS (THE COURT)	DOC_79	European Court of Human Rights Guide on the case-law of the European Convention on Human Rights – Social rights
HIGH-LEVEL CONFERENCE IN VILNIUS, 4 JULY 2024	DOC_80	Press Review - High-Level Conference on the European Social Charter (3-4 July 2024, Vilnius, Lithuania)
HIGH-LEVEL CONFERENCE IN VILNIUS, 4 JULY 2024	DOC_81	Draft Programme High-Level Conference on the European Social Charter (3-4 July 2024, Vilnius, Lithuania)
HIGH-LEVEL CONFERENCE IN VILNIUS, 4 JULY 2024	DOC_82	Table of participants High-Level Conference on the European Social Charter (3-4 July 2024, Vilnius, Lithuania)
HIGH-LEVEL CONFERENCE IN VILNIUS, 4 JULY 2024	DOC_83	Social Rights at a crossroads: Strengthening the European Social Charter Joint statement by the participating organisations of the COE-FRA-ENNHRI-EQUINET Collaborative Platform on Social and Economic Rights ¹ , addressed to the High-Level Conference on the European Social Charter, organised under the auspices of the Lithuanian Presidency of the Committee of Ministers of the Council of Europe (4 July 2024, Vilnius, Lithuania).
HIGH-LEVEL CONFERENCE IN VILNIUS, 4 JULY 2024	DOC_84	ECSR contribution to the Vilnius High-Level Conference (3-4 July 2024, Vilnius, Lithuania)
HIGH-LEVEL CONFERENCE IN VILNIUS, 4 JULY 2024	DOC_85	Notes-High-Level Conference-Vilnius-4July2024
HIGH-LEVEL CONFERENCE IN VILNIUS, 4 JULY 2024	DOC_86	GOVERNMENTAL COMMITTEE OF THE EUROPEAN SOCIAL CHARTER AND THE EUROPEAN CODE OF SOCIAL SECURITY - Input for the High-Level Conference in Vilnius
HIGH-LEVEL CONFERENCE IN VILNIUS, 4 JULY 2024	DOC_87	In Vilnius, a High-Level Conference aims to give new impetus to “European Social Charter” - AGENCE EUROPE - BELGIUM
HIGH-LEVEL CONFERENCE IN VILNIUS, 4 JULY 2024	DOC_88	PACE contribution to the preparation of the programme of the Conference and the elements /messages for the political declaration High-Level Conference on the European Social Charter (The Charter)
HIGH-LEVEL CONFERENCE IN VILNIUS, 4 JULY 2024	DOC_89	High-Level Conference on the European Social Charter “a step by member states to take further commitments under the Charter”3-4 July 2024, Vilnius, Lithuania POLITICAL DECLARATION
ORGANIGRAMMES	DOC_90	Organigrammes Committee of Ministers
ORGANIGRAMMES	DOC_91	Organigrammes Level 1
ORGANIGRAMMES	DOC_92	Organigrammes Level 2
ORGANIGRAMMES	DOC_93	Organigrammes Level 3
PARLIAMENTARY ASSEMBLY (PACE)	DOC_94	PACE report Anchoring the right to a healthy environment - need for enhanced action by the Council of Europe
PARLIAMENTARY ASSEMBLY (PACE)	DOC_95	PACE report Children in the world of work - eradicating harmful child labour
PARLIAMENTARY ASSEMBLY (PACE)	DOC_96	PACE report Health and social protection of undocumented workers or those in an irregular situation
PARLIAMENTARY ASSEMBLY (PACE)	DOC_97	PACE report Overcoming the socio-economic crisis sparked by the Covid-19 pandemic
PARLIAMENTARY ASSEMBLY (PACE)	DOC_98	PACE Resolution 2369 (2021) The Assembly's vision on the strategic priorities for the Council of Europe
PARLIAMENTARY ASSEMBLY (PACE)	DOC_99	PACE Resolution 2384 (2021) Overcoming the socio-economic crisis sparked by the Covid-19 pandemic
PARLIAMENTARY ASSEMBLY (PACE)	DOC_100	PACE Resolution 2393 (2021) Socio-economic inequalities in Europe: time to restore social trust by strengthening social rights
PARLIAMENTARY ASSEMBLY (PACE)	DOC_101	PACE Resolution 2467(2022) The future of work is here: revisiting labour rights
PARLIAMENTARY ASSEMBLY (PACE)	DOC_102	PACE Resolution 2548 (2024) Children in the world of work - eradicating harmful child labour
PARLIAMENTARY ASSEMBLY (PACE)	DOC_103	PACE report Socio-economic inequalities in Europe - time to restore social trust by strengthening social rights
PARLIAMENTARY ASSEMBLY (PACE)	DOC_104	PACE report: The future of work is here - revisiting labour rights

PARLIAMENTARY ASSEMBLY (PACE)	DOC_105	PACE report: The role of political parties in fostering diversity and inclusion - a new Charter for a non-racist society
PRESS RELEASES	DOC_106	ECSR news digest July 2024
PRESS RELEASES	DOC_107	European Social Charter - France's overseas gap-28072024
PRESS RELEASES	DOC_108	Press release - Landmark political declaration reaffirms importance of European Social Charter
PRESS RELEASES	DOC_109	Press release -ECSR July 2024
QUALITY CHECKLIST	DOC_110	Quality Assurance Checklist for Evaluation Inception Report
QUALITY CHECKLIST	DOC_111	Quality Assurance Checklist for Evaluation Reports
REFERENCE GROUP	DOC_112	Quality Assurance Checklist for Evaluation Reports
REFORM PROCESS	DOC_113	Improving the implementation of social rights – Secretary General's proposals
REFORM PROCESS	DOC_114	Improving the protection of social rights in Europe: Volume I: Analysis of the legal framework of the Council of Europe for the protection of social rights in Europe.
REFORM PROCESS	DOC_115	Position of the Conference of INGOs on the reform of the system of the European Social Charter Treaties - INGO Conference Standing Committee,
REFORM PROCESS	DOC_116	Improving the protection of social rights in Europe: Volume II: Report identifying good practices and making proposals with a view to improving the implementation of social rights in Europe.
SECRETARY GENERAL'S REPORTS	DOC_117	Annual report of the Secretary General of the Council of Europe 2020: Multilateralism 2020
SECRETARY GENERAL'S REPORTS	DOC_118	Annual report of the Secretary General of the Council of Europe 2021: State of democracy, human rights And the rule of law - A democratic renewal for Europe
SECRETARY GENERAL'S REPORTS	DOC_119	Annual report of the Secretary General of the Council of Europe 2022: Moving forward 2022
SECRETARY GENERAL'S REPORTS	DOC_120	Annual report of the Secretary General of the Council of Europe 2023: State of democracy, human rights and the rule of law
SECRETARY GENERAL'S REPORTS	DOC_121	Annual report of the Secretary General of the Council of Europe 2024: Our rights, our future
STUDIES	DOC_122	SWP Paper - The European Pillar of Social Rights: Impact and Advancement
STUDIES	DOC_123	The European Social Charter Turns 60: Advancing Economic and Social Rights across Jurisdictions - Assessing the Effectiveness of the European Social Charter: A Case Study on Dismissal Reforms
STUDIES	DOC_124	The European Committee of Social Rights - Putting Flesh on the Bare Bones of the European Social Charter
STUDIES	DOC_125	The European Social Charter in the context of implementation of the EU Charter of Fundamental Rights
STUDIES	DOC_126	Improving the protection of social rights in Europe: Volume I: Analysis of the legal framework of the Council of Europe for the protection of social rights in Europe
STUDIES	DOC_127	Endlich ... aber bei weitem nicht ausreichend! Zur geplanten Ratifizierung der Revidierten Europäischen Sozialcharta
STUDIES	DOC_128	The Reykjavik Declaration How Does the European Social Charter Fit into the Community of Shared Value ?
STUDIES	DOC_129	The European Pillar of Social Rights and the role of the European Social Charter in the EU legal order
STUDIES	DOC_130	The EU and the European Social Charter: Never the Twain Shall Meet?
STUDIES	DOC_131	The European Social Model in Crisis - Is Europe Losing its Soul?
TOR	DOC_132	Final ToR Evaluation of the European Social Charter

Appendix 6: References

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Appendix 7: Signatures and ratifications of the 1961 Charter, its Protocols and the European Social Charter (revised) as of 17th March 2021¹⁹

Member States	European Social Charter 1961 STE 035		Additional Protocol 1988 STE 128		Amending Protocol 1991 STE 142		Collective complaints Protocol 1995 STE 158		Revised European Social Charter 1996 STE 163	
	Signature	Ratification	Signature	Ratification	Signature	Ratification	Signature	Ratification	Signature	Ratification
Albania	(2)	(2)	(3)	(3)	(2)	(2)	(2)	—	21/09/1998	14/11/2002
Andorra	(2)	(2)	(3)	(3)	(2)	(2)	(2)	—	04/11/2000	12/11/2004
Armenia	(2)	(2)	(3)	(3)	(2)	(2)	(2)	—	18/10/2001	21/01/2004
Austria	22/07/1963	29/10/1969	04/12/1990	—	07/05/1992	13/07/1995	(2)	—	07/05/1999	20/05/2011
Azerbaijan	(2)	(2)	(3)	(3)	(2)	(2)	(2)	—	18/10/2001	02/09/2004
Belgium	18/10/1961	16/10/1990	20/05/1992	23/06/2003	22/10/1991	21/09/2000	14/05/1996	23/06/2003	03/05/1996	02/03/2004
Bosnia and Herzegovina	(2)	(2)	(3)	(3)	(2)	(2)	(2)	—	11/05/2004	07/10/2008
Bulgaria	(2)	(2)	(3)	(3)	(2)	(2)	(4)	(4)	21/09/1998	07/06/2000
Croatia	08/03/1999	26/02/2003	08/03/1999	26/02/2003	08/03/1999	26/02/2003	08/03/1999	26/02/2003	06/11/2009	—
Cyprus	22/05/1967	07/03/1968	05/05/1988	(3)	21/10/1991	01/06/1993	09/11/1995	06/08/1996	03/05/1996	27/09/2000
Czech Republic	27/05/1992*	03/11/1999	27/05/1992*	17/11/1999	27/05/1992*	17/11/1999	26/02/2002	04/04/2012	04/11/2000	—
Denmark	18/10/1961	03/03/1965	27/08/1996	27/08/1996	—	***	09/11/1995	—	03/05/1996	—
Estonia	(2)	(2)	(3)	(3)	(2)	(2)	(2)	—	04/05/1998	11/09/2000
Finland	09/02/1990	29/04/1991	09/02/1990	29/04/1991	16/03/1992	18/08/1994	09/11/1995	17/07/1998	03/05/1996	21/06/2002
France	18/10/1961	09/03/1973	22/06/1989	(3)	21/10/1991	24/05/1995	09/11/1995	07/05/1999	03/05/1996	07/05/1999
Georgia	(2)	(2)	(3)	(3)	(2)	(2)	(2)	—	30/06/2000	22/08/2005
Germany	18/10/1961	27/01/1965	05/05/1988	—	—	***	(1)	—	29/06/2007	29/03/2021
Greece	18/10/1961	06/06/1984	05/05/1988	18/06/1998	29/11/1991	12/09/1996	18/06/1998	18/06/1998	03/05/1996	18/03/2016
Hungary	13/12/1991	08/07/1999	07/10/2004	01/06/2005	13/12/1991	04/02/2004	07/10/2004	—	07/10/2004	20/04/2009
Iceland	15/01/1976	15/01/1976	05/05/1988	—	12/12/2001	21/02/2002	(1)	—	04/11/1998	—
Ireland	18/10/1961	07/10/1964	(3)	(3)	14/05/1997	14/05/1997	04/11/2000	04/11/2000	04/11/2000	04/11/2000
Italy	18/10/1961	22/10/1965	05/05/1988	26/05/1994	21/10/1991	27/01/1995	09/11/1995	03/11/1997	03/05/1996	05/07/1999
Latvia	29/05/1997	31/01/2002	29/05/1997	—	29/05/1997	09/12/2003	(1)	—	29/05/2007	26/03/2013
Liechtenstein	09/10/1991	—	—	—	—	—	—	—	—	—
Lithuania	(2)	(2)	(3)	(3)	(2)	(2)	(2)	—	08/09/1997	29/06/2001
Luxembourg	18/10/1961	10/10/1991	05/05/1988	—	21/10/1991	***	(1)	—	11/02/1998	—
Malta	26/05/1988	04/10/1988	(3)	(3)	21/10/1991	16/02/1994	(2)	—	27/07/2005	27/07/2005
Republic of Moldova	(2)	(2)	(3)	(3)	(2)	(2)	(2)	—	03/11/1998	08/11/2001
Monaco	(1)		(1)		(1)		(1)		05/10/2004	—
Montenegro	(2)	(2)	(3)	(3)	(2)	(2)	(2)	—	22/03/2005**	03/03/2010
Netherlands	18/10/1961	22/04/1980	14/06/1990	05/08/1992	21/10/1991	01/06/1993	23/01/2004	03/05/2006	23/01/2004	03/05/2006
North Macedonia	05/05/1998	31/03/2005	05/05/1998	—	05/05/1998	31/03/2005	(2)	—	27/05/2009	06/01/2012

19. Source: <https://rm.coe.int/table-of-signatures-and-ratifications-of-the-european-social-charter/16806f399d>

Member States	European Social Charter 1961 STE 035		Additional Protocol 1988 STE 128		Amending Protocol 1991 STE 142		Collective complaints Protocol 1995 STE 158		Revised European Social Charter 1996 STE 163	
	Signature	Ratification	Signature	Ratification	Signature	Ratification	Signature	Ratification	Signature	Ratification
Norway	18/10/1961	26/10/1962	10/12/1993	10/12/1993	21/10/1991	21/10/1991	20/03/1997	20/03/1997	07/05/2001	07/05/2001
Poland	26/11/1991	25/06/1997	(1)	—	18/04/1997	25/06/1997	(1)	—	25/10/2005	—
Portugal	01/06/1982	30/09/1991	(3)	(3)	24/02/1992	08/03/1993	09/11/1995	20/03/1998	03/05/1996	30/05/2002
Romania	04/10/1994	(2)	(3)	(3)	(2)	(2)	(2)	—	14/05/1997	07/05/1999
Saint-Marin	(1)	—	(1)	—	(1)	—	(1)	—	18/10/2001	—
Serbia	(2)	(2)	(3)	(3)	(2)	(2)	(2)	—	22/03/2005*	14/09/2009
Slovak Republic	27/05/1992*	22/06/1998	27/05/1992*	22/06/1998	27/05/1992*	22/06/1998	18/11/1999	—	18/11/1999	23/04/2009
Slovenia	11/10/1997	(2)	11/10/1997	(3)	11/10/1997	(2)	11/10/1997	(4)	11/10/1997	07/05/1999
Spain	27/04/1978	06/05/1980	05/05/1988	24/01/2000	21/10/1991	24/01/2000	04/02/2021	17/05/2021	23/10/2000	17/05/2021
Sweden	18/10/1961	17/12/1962	05/05/1988	05/05/1989	21/10/1991	18/03/1992	09/11/1995	29/05/1998	03/05/1996	29/05/1998
Suisse	06/05/1976	—	—	—	—	—	—	—	—	—
Turkey	18/10/1961	24/11/1989	05/05/1998	(3)	06/10/2004	10/06/2009	(2)	—	06/10/2004	27/06/2007
Ukraine	02/05/1996	(2)	(3)	(3)	(2)	(2)	(2)	—	07/05/1999	21/12/2006
United Kingdom	18/10/1961	11/07/1962	(1)	—	21/10/1991	***	(1)	—	07/11/1997	—

* Date of signature by the Czech and Slovak Federal Republic.

** Date of signature by the State Union of Serbia and Montenegro

*** State whose ratifications is necessary for the entry into force of the protocol.

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