EUROPEAN COMMITTEE OF SOCIAL RIGHTS
COMITÉ EUROPÉEN DES DROITS SOCIAUX

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SECOND REPORT
ON THE NON-ACCEPTED PROVISIONS OF THE REVISED EUROPEAN SOCIAL CHARTER

Greece

TABLE OF CONTENTS

I. OVERVIEW ……..……..…..……...……..3
II. EXECUTIVE SUMMARY……..…..……...……..3
III. EXAMINATION OF THE NON-ACCEPTED PROVISIONS OF THE REVISED EUROPEAN SOCIAL CHARTER……...……...…….....4

APPENDIX I: Factsheet: the situation of Greece with respect to the European Social Charter …….……..…….……8

APPENDIX II: Chișinău Declaration ……..…….…….....22

APPENDIX III: Digest of the case law of the ECSR.…….…....25

I. OVERVIEW

The European Social Charter is based on a ratification system, which enables States Parties, subject to certain minimum requirements, to choose the provisions they are willing to accept as binding international legal obligations. This system is provided for by Article A of the revised European Social Charter (Article 20 of the 1961 Charter) and it allows States, at any time subsequent to ratification of the treaty, to notify the Secretary General of their acceptance of additional articles or paragraphs.

It is in the spirit of the Charter for States Parties to progressively increase their commitments, tending towards acceptance of additional and eventually all provisions of the Charter where possible, as opposed to an *à la carte* stagnancy.[1]

The procedure on examination of reports on non-accepted provisions is provided for by Article 22 of the European Social Charter of 1961 (ETS No. 35). According to this provision, the States Parties shall send to the Secretary General, at appropriate intervals as requested by the Committee of Ministers, reports relating to the provisions of Part II of the Charter which they did not accept at the time of their ratification or by subsequent notification. The Committee of Ministers shall determine from time to time in respect of which provisions such reports shall be requested and the form of the reports to be provided.

In September 2022, the ECSR adopted a decision to henceforth implement the procedure on non-accepted provisions in respect of all State Parties to either Charter, in a reinforced manner. The current procedure provides for submission of written information by States Parties in accordance with a pre-established calendar, and additional bilateral meetings when it is deemed to represent an added value. The written information, submitted by the States Parties shall be made public upon its reception, and the national and international social partners, non-governmental organisations, national human rights institutions, equality bodies and other stakeholders are given the possibility to provide comments within three months after receipt of the written information.

II. EXECUTIVE SUMMARY

Greece ratified the revised Charter on 18 March 2016, accepting 96 of its 98 paragraphs. The following provisions have not yet been accepted by Greece: Article 3§4 (the right to safe and healthy working conditions occupational health services and Article 19§12 (the right of migrant workers and their families to protection and assistance teaching mother tongue of migrant). Greece accepted the Additional Protocol providing for a system of collective complaints on 18 June 1998 but has not yet made a declaration enabling national NGOs to submit collective complaints.

With a view to carrying out the procedure for the first time in 2021, the Greek authorities were invited to provide written information on the two non-accepted provisions of the Charter. Following this exercise, the European Committee of Social Rights noted that it has received no information, or insufficient information, to assess the situation in Greece with regard to Articles 3§4 and 19§12 of the Charter. Consequently, it reserved its opinion on Greece 's capacity to accept these provisions.

[1] The opening paragraph of Part I reads "The Parties accept as the aim of their policy, to be pursued by all appropriate means both national and international in character, the attainment of conditions in which the following rights and principles may be effectively realised", followed by the heading of all rights contemplated by the European Social Charter. Part III, Article A, provides that "each of the Parties undertakes [...] to consider Part I of the Charter as a declaration of the aims which it will pursue by all appropriate means, as stated in the introductory paragraph of that part", followed by the rules on the choices available as regards provisions that Parties can declared to be bound by and which determine the modalities of monitoring under Part IV of the Charter. (See CM(2022)196-final).

This second examination of the non-accepted provisions is based on the adjusted procedure on non-accepted provisions. In terms of this procedure, Greece was invited on **1 December 2025** to submit written information before 31 March 2026. The requested written information was registered on **14 May 2026**, and it was subsequently published on the CoE website[2] and open to third parties' comments until 14 August 2026. On 22 July 2026, the ECSR received observations on the 2nd report of Greece on the non-accepted provisions of the revised Charter from the Greek General Confederation's of Labour (GSEE). On 3 August 2026, the Greek National Commission for Human Rights (GNCHR) also submitted comments on the above-mentioned national report.

Having examined the written information provided by the Government as well as the observations received from third parties, the ECSR considers that further information is necessary to assess whether the situation in law and practice is compatible with the requirements of the Charter in respect of Articles 3§4. In respect of Article 19§12, the ECSR considers that the legal situation and the practice is not fully compatible with the requirements of the Charter.

The ECSR also invites Greece to make a declaration enabling national NGOs to submit collective complaints, as a step towards meeting the strong interest of domestic NGOs in the continuous strengthening of social standards at the national level.

The ECSR remains at the disposal of the Government for enhanced dialogue on the provisions of the Charter and the relevant case law and invites Greece to undertake further commitments under the Charter as soon as possible.

A table showing the provisions of the revised Charter accepted by Greece appears in Appendix I.

The next examination of the provisions not yet accepted by Greece will take place in 2031.

II. EXAMINATION OF THE NON-ACCEPTED PROVISIONS OF THE REVISED EUROPEAN SOCIAL CHARTER

Article 3§4 - The right to safe and healthy working conditions

With a view to ensuring the effective exercise of the right to safe and healthy working conditions, the Parties undertake, in consultation with employers' and workers' organisations:
to promote the progressive development of occupational health services for all workers with essentially preventive and advisory functions.

Situation in Greece

The Government indicates that it has established a comprehensive legislative framework for occupational safety and health (OSH), codified in the Labour Code (2025), which applies to all workers, regardless of sector, employment relationship, or status—including interns and apprentices. The framework comprises general OSH regulations for all enterprises and specific provisions for particular sectors or high-risk activities.

[2] National report on non-accepted provisions of the European Social Charter – April 2025

The core aim of this framework is preventive: it seeks to eliminate workplace hazards and protect workers' health through risk prevention, information, consultation, and regular training. Employers are obligated to ensure health and safety, and to provide protection and prevention services. This includes using the services of safety technicians and labour physicians, who must carry out preventive and advisory functions such as workplace inspections, risk assessment, health surveillance, accident and disease prevention, worker information, and emergency care, with respect for medical confidentiality.

In enterprises with more than 50 workers, and in high-risk workplaces regardless of size, a labour physician is mandatory. For other enterprises, workers have the right to access preventive health services through a labour physician, the National Health System, or their insurance fund, with no cost borne by the workers themselves. Whenever a work-related health issue is identified, the appropriate OSH authorities and the labour physician are notified.

The system provides for balanced worker/employer participation in safety councils and mandates periodic training for all workers, including first aid measures such as CPR and the Heimlich maneuver. Training is tailored by workplace size and delivered either via ministry-provided materials or certified training providers.

(For more detailed information, see the National report on non-accepted provisions of the European Social Charter – May 2026, provided by Greece).

Opinion of the ECSR

Article 3§4 requires States parties to promote, in consultation with employers' and workers' organisations, the progressive development of occupational health services that are accessible to all workers, in all branches of economic activity and for all enterprises.[3] If those services are not established within all enterprises, public authorities must develop a strategy, in consultation with employers' and workers' organisations, for that purpose.[4]

Occupational health services, which are specialised in occupational medicine, have preventive and advisory functions, beyond mere safety at work.[5] They contribute to conducting workplace-related risk assessment and prevention, worker health supervision, training in matters of occupational safety and health, as well as to assessing working conditions impact on worker health[6]. Occupational health services must be trained, endowed and staffed to identify, measure and prevent work-related stress, aggression and violence.[7]

The ECSR notes that Greece has established a comprehensive legal and institutional framework to provide occupational health services for all workers, as required by Article 3§4 of the Charter. Workers have a right to cost-free access to occupational health services, which have essentially preventive and advisory functions. The law sets out obligations for employers, including the engagement of safety technicians and labour physicians, and provides for health surveillance and training. Notable efforts have been made to develop institutional support, consultative bodies, and digital and professional resources.

Based on the information provided, the legal framework appears to largely be in line with the requirements of the Charter. However, there is insufficient information concerning the effective practical coverage and operational accessibility of occupational health services across all

[3] Conclusions 2003, Bulgaria
[4] Conclusions 2003, Bulgaria
[5] Conclusions 2009, Andorra
[6] Conclusions 2003, Bulgaria
[7] Conclusions 2013, Statement of Interpretation on Article 3

sectors and categories of workers, particularly those in micro-enterprises, rural regions, and among vulnerable groups.

In light of the information provided by the Government, the Committee considers that further information is necessary to assess whether the situation in law and practice is compatible with the requirements of the Charter.

Article 19§12 – Right of migrant workers and their families to protection and assistance

With a view to ensuring the effective exercise of the right of migrant workers and their families to protection and assistance in the territory of any other Party, the Parties undertake:
12. to promote and facilitate, as far as practicable, the teaching of the migrant worker's mother tongue to the children of the migrant worker.

Situation in Greece

The Government indicates that, in Greece, all children, including those from migrant backgrounds, have equal access to compulsory education and are enrolled in mainstream schools with no segregation. Admission is determined by residence and free transportation is provided where necessary.

Reception Classes (Zones of Educational Priority – ZEP) operate to assist students with limited Greek language ability and facilitate integration. Additional educational support is provided through remedial programmes.
Schools receive support from counsellors, psychologists, and social workers to promote the integration and well-being of vulnerable students.

The Ministry of Education promotes intercultural and multilingual learning, distributes free school textbooks, and provides digital educational materials accessible via the Institute of Educational Policy.

Professional development for teachers is delivered through programmes such as "Teach4Integration" and "Teach4Inclusion," organized with UNICEF and Greek universities, focusing on inclusive education and multilingual approaches, including awareness of students' mother tongues.

Teacher training and resources are also targeted at those working in Reception Classes and dedicated Refugee Education Reception Facilities, incorporating multilingual pedagogical methods.

(For more detailed information, see the National report on non-accepted provisions of the European Social Charter – May 2026, provided by Greece).

Opinion of the ECSR

Under Article 19§12 States should promote and facilitate the teaching of the languages most represented among the migrants present on their territories in schools, voluntary associations, and NGOs[8]. The ECSR points out that the obligation under Article 19§12 is to promote and facilitate the teaching of mother tongue to the children of the migrant workers 'as far as practicable' and hence does not extend to all languages spoken by migrant workers' children,

[8] Conclusions 2002, Italy; Conclusions 2011, Armenia; Conclusions 2011, Statement of Interpretation on Article 19§12

but only to the languages most represented among the migrants in Greece. Accordingly, compliance with Article 19§12 is to be assessed against the languages of the largest groups of migrants[9] in Greece.

Furthermore, the ECSR points out that it assesses the following aspects: whether any measures or projects have been put in place in the framework of the school system or other structures to provide education of migrants' mother tongue[10]; whether the children of migrants have access to multilingual education and on what basis; what steps that government has taken to facilitate the access of migrants' children to these schools[11]; and whether any non-governmental organisations or other bodies, such as local associations, cultural centres or private initiatives that teach migrant workers' children the language of their country of origin, and whether they receive support.[12]

The ECSR notes the significant efforts undertaken by Greece to promote inclusive and multilingual education for children from migrant backgrounds. The Ministry has implemented teacher professional development, distributed multilingual materials, and fostered digital platforms that address language diversity.

However, Article 19.12 requires not only general support for multilingualism but the promotion and facilitation of migrant children's access to their mother tongue. While Greece's initiatives articulate a commitment to multilingual education, the information provided does not confirm that migrant children are offered actual mother-tongue instruction—whether as formal classes, extracurricular programs, or through direct support to community initiatives.

The ECSR recalls that States must actively facilitate mother-tongue teaching, "for example, provision within or outside the schools, encouragement of initiatives and financial or practical support." The absence of evidence that mother-tongue teaching is actually provided, promoted, or practically facilitated is a ground of non-conformity.

In light of the information provided by the Government, the ECSR considers that while Greece's legal and practical framework significantly fosters multicultural integration and multilingualism, it does not fully satisfy the Charter's requirements concerning "promotion and facilitation" of mother-tongue teaching unless further evidence of direct provision or facilitation is provided. Consequently, the ECSR considers that the legal situation and practice are not fully compatible with the requirements of the Charter in respect of Article 19§12.

APPENDIX I

[9] Conclusions 2019, Albania
[10] Conclusions 2019, Albania
[11] Conclusions 2019, Albania
[12] Conclusions 2019, Albania

— Greece and the European Social Charter —

Signatures, ratifications and accepted provisions

Greece ratified the European Social Charter on 06/06/1984 and the Additional Protocol to the European Social Charter on 18/06/1998.

It ratified the Revised Social Charter on 18 March 2016, accepting 96 of the 98 paragraphs.

It accepted the Additional Protocol providing for a system of collective complaints on 18/06/1998, but has not yet made a declaration enabling national NGOs to submit collective complaints.

The Charter in domestic law

Under Article 28(1) of the Constitution: "International conventions as of the time they are sanctioned by statute and become operative according to their respective conditions, shall be an integral part of domestic Greek law and shall prevail over any contrary provision of the law. The rules of international law and of international conventions shall be applicable to aliens only under the condition of reciprocity."

Table of accepted provisions

1.1	1.2	1.3	1.4	2.1	2.2	2.3	2.4	2.5	2.6	2.7	3.1
3.2	3.3	3.4	4.1	4.2	4.3	4.4	4.5	5	6.1	6.2	6.3
6.4	7.1	7.2	7.3	7.4	7.5	7.6	7.7	7.8	7.9	7.10	8.1
8.2	8.3	8.4	8.5	9	10.1	10.2	10.3	10.4	10.5	11.1	11.2
11.3	12.1	12.2	12.3	12.4	13.1	13.2	13.3	13.4	14.1	14.2	15.1
15.2	15.3	16	17.1	17.2	18.1	18.2	18.3	18.4	19.1	19.2	19.3
19.4	19.5	19.6	19.7	19.8	19.9	19.10	19.11	19.12	20	21	22
23	24	25	26.1	26.2	27.1	27.2	27.3	28	29	30	31.1
31.2	31.3						Grey = accepted provisions				

Reports on non-accepted provisions

The European Committee of Social Rights ("the Committee") examines the situation of non-accepted provisions of the Revised Charter every 5 years after the ratification. It adopted a report concerning Greece in 2021.

Further information on the reports on non-accepted provisions is available on the relevant webpage.

Monitoring the implementation of the European Social Charter [13]

I. Collective complaints procedure [14]

Collective complaints (under examination)

Amnesty International v. Greece (Complaint No. 217/2022)
The European declared the complaint admissible on 12 September 2023.

Collective complaints (proceedings completed)

1. Complaints inadmissible or where the Committee has found no violation

a. Inadmissible

Greek Bar Associations v. Greece (Complaint No. 196/2020)
The Committee declared the complaint inadmissible on 23 March 2021 and decided that it was not necessary to rule on the request for immediate measures.

Panhellenic Association of Pensioners of the OTE Group Telecommunications v. Greece (Complaint No. 156/2017) The Committee declared the complaint inadmissible on 22 March 2018.

European Federation of Employees in Public Services v. Greece (Complaint No. 3/1999) The Committee declared the complaint inadmissible on 13 October 1999.

b. No violation

Panhellenic Association of Pensioners of the OTE Group Telecommunications v. Greece (Complaint No. 165/2018)

- No violation of Article 12§3 (right to social security - development of the social security system) Decision on the merits of the Complaint No. 165/2018 Follow up: Resolution CM/ResChS(2022)5

[13] The European Committee of Social Rights ("the Committee") monitors compliance with the Charter under two procedures, the reporting system and the collective complaints procedure, according to Rule 2 of the Committee's rules: « 1. The Committee rules on the conformity of the situation in States with the European Social Charter, the 1988 Additional Protocol and the Revised European Social Charter. 2. It adopts conclusions through the framework of the reporting procedure and decisions under the collective complaints procedure ».
Further information on the procedures may be found on the HUDOC database and in the Digest of the case law of the Committee.
[14] Detailed information on the Collective Complaints Procedure is available on the relevant webpage.

European Federation of Employees in Public Services (EUROFEDOP) v. Greece (Complaint No. 115/2015)

- No violation of Article 1§2 of the 1961 Charter (right to work - freely undertaken work (non-discrimination, prohibition of forced labour, other aspects)
- No violation of Article 18§4 of the 1961 Charter (right to engage in a gainful occupation in the territory of other States Parties - right of nationals to leave the country) Decision on the merits of 13 September 2017.

Follow up:
- Resolution CM/ResChS(2017)10 on 13 December 2017 of the Committee of Ministers.

2. Complaints where the Committee has found a violation which has been remedied

Pensioner's Union of the Agricultural Bank of Greece (ATE) v. Greece (Complaint No. 80/2012)

- Violation of Article 12§3 (right to social security) of the 1961 Charter

Decision on the merits of 7 December 2012.

Follow up:
- Resolution Res ChS (2014) 11 on 2 July 2014 of the Committee of Ministers.
- Assessment of the European Committee of Social Rights on the follow up (4 December 2015)
- 2nd Assessment of the European Committee of Social Rights on the follow-up (6 December 2018) - 3rd Assessment of the European Committee of Social Rights on the follow-up (January 2021).
- 5th Assessment of the European Committee of Social Rights on the follow-up (March 2024).
- 4th Assessment of the European Committee of Social Rights on the follow-up (28 January 2022).

Panhellenic Federation of pensioners of the public electricity corporation (POS-DEI) v. Greece (Complaint No.
79/2012)

- Violation of Article 12§3 (right to social security) of the 1961 Charter Decision on the merits of 7 December 2012.

Follow up:
- Resolution Res ChS (2014) 10 on 2 July 2014 of the Committee of Ministers.
- Assessment of the European Committee of Social Rights on the follow up (4 December 2015)
- 2nd Assessment of the European Committee of Social Rights on the follow-up (6 December 2018) - 3rd Assessment of the European Committee of Social Rights on the follow-up (January 2021).
- 4th Assessment of the European Committee of Social Rights on the follow-up (28 January 2022).
- 5th Assessment of the European Committee of Social Rights on the follow-up (March 2024).

Pensioners' Union of the Athens-Piraeus Electric Railways (I.S.A.P.) v. Greece (Complaint No. 78/2012)

- Violation of Article 12§3 (right to social security) of the 1961 Charter Decision on the merits of 7 December 2012.

Follow up:
- Resolution Res ChS (2014) 9 on 2 July 2014 of the Committee of Ministers.

- Assessment of the European Committee of Social Rights on the follow up (4 December 2015)
- 2nd Assessment of the European Committee of Social Rights on the follow-up (6 December 2018) - 3rd Assessment of the European Committee of Social Rights on the follow-up (January 2021).
- 4th Assessment of the European Committee of Social Rights on the follow-up (28 January 2022).
- 5th Assessment of the European Committee of Social Rights on the follow-up (March 2024).

Panhellenic Federation of Public Service Pensioners v. Greece (Complaint No. 77/2012)

- Violation of Article 12§3 (right to social security) of the 1961 Charter Decision on the merits of 7 December 2012.

Follow up:

- Resolution Res ChS (2014) 8 on 2 July 2014 of the Committee of Ministers.
- Assessment of the European Committee of Social Rights on the follow up (4 December 2015)
- 2nd Assessment of the European Committee of Social Rights on the follow-up (6 December 2018) - 3rd Assessment of the European Committee of Social Rights on the follow-up (January 2021).
- 4th Assessment of the European Committee of Social Rights on the follow-up (28 January 2022).
- 5th Assessment of the European Committee of Social Rights on the follow-up (March 2024).

Federation of employed pensioners of Greece ((IKA –ETAM) v. Greece (Complaint No. 76/2012)

- Violation of Article 12§3 (right to social security) of the 1961 Charter Decision on the merits of 7 December 2012.

Follow up:

- Resolution Res ChS (2014) 7 on 2 July 2014 of the Committee of Ministers.
- Assessment of the European Committee of Social Rights on the follow up (4 December 2015)
- 2nd Assessment of the European Committee of Social Rights on the follow-up (6 December 2018) - 3rd Assessment of the European Committee of Social Rights on the follow-up (January 2021).
- 4th Assessment of the European Committee of Social Rights on the follow-up (28 January 2022).
- 5th Assessment of the European Committee of Social Rights on the follow-up (March 2024).

International Federation for Human Rights (FIDH) v. Greece (Complaint No. 72/2011)

- Violation of Article 11§1, 2 and 3 (right to protection of health) of the 1961 Charter Decision on the merits of 23 January 2013.

Follow up:

- Resolution Res ChS (2013) 15 on 16 October 2013 of the Committee of Ministers.
- Assessment of the European Committee of Social Rights on the follow up (4 December 2015)
- 2nd Assessment of the European Committee of Social Rights on the follow-up (6 December 2018) - 3rd Assessment of the European Committee of Social Rights on the follow-up (January 2021).
- 4th Assessment of the European Committee of Social Rights on the follow-up (28 January 2022).
- 5th Assessment of the European Committee of Social Rights on the follow-up (March 2024).

General Federation of employees of the national electric power corporation (GENOP-DEI) / Confederation of Greek
Civil Servants' Trade Unions (ADEDY) v. Greece (Complaint No. 66/2011)

- Violation of Articles 7§7 (right of children and young persons to protection),
- Violation of 10§2 (right to vocational training),
- Violation of 12§3 (right to social security)
- Violation of 4§1 (right to a fair remuneration) of the 1961 Charter;
- No violation of Articles 1§1 and 7§§ 2 and 9 of the 1961 Charter Decision on the merits of 23 May 2012.

Follow up:

- Resolution CM/ResChS(2013)3 on 5 February 2013 of the Committee of Ministers.
- Assessment of the European Committee of Social Rights on the follow up (4 December 2015)
- 2nd Assessment of the European Committee of Social Rights on the follow-up (6 December 2018) - 3rd Assessment of the European Committee of Social Rights on the follow-up (January 2021).
- 4th Assessment of the European Committee of Social Rights on the follow-up (28 January 2022).
- 5th Assessment of the European Committee of Social Rights on the follow-up (March 2024).

World Organisation against Torture v. Greece (Complaint No. 17/2003)

- Violation of Article 17 (children's right to social, economic and legal protection) of the 1961 Charter Decision on the merits of 7 December 2004.

Follow up:

- Resolution ResChS(2005)12 on 8 June 2005 of the Committee of Ministers.
- Assessment of the European Committee of Social Rights on the follow up (4 December 2015)
- 2nd Assessment of the European Committee of Social Rights on the follow-up (6 December 2018)

Quaker Council for European Affairs v. Greece (Complaint No. 8/2000)

- Violation of Article 1§2 (prohibition of forced labour) of the 1961 Charter Decision on the merits of 25 April 2001.

Follow up:

- Resolution ResChS(2002)3 on 6 March 2002 of the Committee of Ministers.
- Assessment of the European Committee of Social Rights on the follow up (4 December 2015)

International Federation of Human Rights Leagues v. Greece (Complaint No. 7/2000) Violation of Article 1§2 (prohibition of forced labour) of the 1961 Charter Decision on the merits of 5 December 2000.

Follow up:

- Resolution ResChS(2001)6 on 5 April 2001 of the Committee of Ministers.

3. Complaints where the Committee has found a violation and where progress has been made but not yet examined by the Committee

Greek General Confederation of Labour (GSEE) v. Greece (Complaint No.111/2014)

- Violation of Article 1§2 (the right to work);
- Violation of Article 2§1 (the right to just conditions of work);
- Violation of Article 4§1 (the right to a fair remuneration);
- Violation of Article 4§4 (the right to a fair remuneration);
- Violation of Article 7§5 (the right of children and young person to protection);

- Violation of Article 7§7 (the right of children and young person to protection); Violation of Article 3§3 (the right to safe and healthy working conditions); No violation of Article 2§5 (the right to just conditions of work). Decision on the merits on 23 March 2017.

Follow up:
- Resolution CM/ResChS(2017)9 on 5 july 2017 of the Committee of Ministers.
- Resolution CM/ResChS(2018)12 on 12 December 2018 of the Committee of Ministers.
- Assessment of the European Committee of Social Rights on the follow-up (January 2021).
- 2nd Assessment of the European Committee of Social Rights on the follow-up (28 January 2022).
- 3rd Assessment of the European Committee of Social Rights on the follow-up (March 2024).

4. Complaints where the Committee has found a violation and where progress has been made but which has not yet been remedied

Maragopoulous Foundation for Human Rights v. Greece (Complaint No. 30/2005)
 Violation of Articles 11, 2§4, 3§1 and 3§2 (right to health and right to safety at work) of the 1961 Charter Decision on the merits of 6 December 2006.

Follow up:
- Resolution CM/ResChS(2008)1 on 16 January 2008 of the Committee of Ministers.
- Assessment of the European Committee of Social Rights on the follow up (4 December 2015)
- 2nd Assessment of the European Committee of Social Rights on the follow-up (6 December 2018) - 3rd Assessment of the European Committee of Social Rights on the follow-up (January 2021).
- 4th Assessment of the European Committee of Social Rights on the follow-up (28 January 2022).
- 5th Assessment of the European Committee of Social Rights on the follow-up (March 2024).

European Roma Rights Centre v. Greece (Complaint No. 15/2003)
 Violation of Article 16 (right of the family to social, economic and legal protection) of the 1961 Charter Decision on the merits of 8 December 2004.

Follow up:
- Resolution ResChS(2005)11 on 8 June 2005 of the Committee of Ministers.
- Assessment of the European Committee of Social Rights on the follow up (4 December 2015) - 2nd Assessment of the European Committee of Social Rights on the follow-up (6 December 2018) - 3rd Assessment of the European Committee of Social Rights on the follow-up (28 January 2022).
- 4th Assessment of the European Committee of Social Rights on the follow-up (March 2024).

5. Complaints where the Committee has found a violation which has not yet been remedied

International Commission of Jurists (ICJ) and European Council for Refugees and Exiles (ECRE) v. Greece (Complaint No. 173/2018)
- Violation of Article 31§1 (Right to housing - Adequate housing)
- Violation of Article 31§2 (Right to housing - Reduction of homelessness)
- Violation of Article 17§1 (Right of children and young persons to social, legal and economic protection - Assistance, education and training)

- Violation of Article 7§10 (Right of children and young persons to protection
- Violation of Article 17§2 (Right of children and young persons to social, legal and economic protection - Free primary and secondary education - regular attendance at school) Violation of Article 11§§1 and 3 (Right to protection of health) No violation of Article 13§1 (Right to social and medical assistance).

Decision on the merits of Complaint No. 173/2018 Follow up: Recommendation CM/RecChS(2022)2

University Women of Europe (UWE) v. Greece (Complaint No. 131/2016)

- Violation of Article 4§3 (Right to a fair remuneration - non-discrimination between women and men with respect to remuneration)
- Violation of Article 20 (Right to equal opportunities and treatment in employment and occupation without sex discrimination)

Decision on the merits of 6 December 2019. Follow up:
Recommendation CM/RecChS(2021)8 (Adopted by the Committee of Ministers on 17 March 2021 at the 1399th meeting of the Ministers' Deputies)
- 1st Assessment of the European Committee of Social Rights on the follow-up (March 2024).

General Federation of employees of the national electric power corporation (GENOP-DEI) / Confederation of Greek
Civil Servants' Trade Unions (ADEDY) v. Greece (Complaint No. 65/2011)

- Violation of Article 4§4 (right to a fair remuneration) of the 1961 Charter;
- Non applicability of Article 3§1a of the 1988 Additional Protocol to the 1961 Charter. Decision on the merits of 23 May 2012.

Follow up:
- Resolution CM/ResChS(2013)2 on 5 February 2013 of the Committee of Ministers.
- Assessment of the European Committee of Social Rights on the follow up (4 December 2015)
- 2nd Assessment of the European Committee of Social Rights on the follow-up (6 December 2018) - 3rd Assessment of the European Committee of Social Rights on the follow-up (January 2021).
- 4th Assessment of the European Committee of Social Rights on the follow-up (28 January 2022).
- 5th Assessment of the European Committee of Social Rights on the follow-up (March 2024).

International Centre for the Legal Protection of Human Rights (INTERIGHTS) International Centre for the Legal
Protection of Human Rights (INTERIGHTS) v. Greece (Complaint No. 49/2008)

- Violation of Article 16 (right of the family to social, economic and legal protection) of the 1961 Charter Decision on the merits of 11 December 2009.

Follow up:
- Resolution CM/ResChS(2011)1 on 6 July 2011 of the Committee of Ministers.
- Assessment of the European Committee of Social Rights on the follow up (4 December 2015) - 2nd Assessment of the European Committee of Social Rights on the follow-up (6 December 2018) - 3rd Assessment of the European Committee of Social Rights on the follow-up (28 January 2022).

II. Reporting system [15]

Reports submitted by Greece

Between 1986 and 2024, Greece submitted 27 reports on the application of the 1961 Charter and 7 reports on the application of the Revised Charter.

The 6th report, submitted on 15/03/2023, concerns the follow-up given to the relevant decisions of the Committee in the framework of the collective complaints procedure.

The assessments of the Committee on the follow up to decisions in complaints have been published in March 2024.

On 21 December 2023, an ad hoc report on the cost-of-living crisis was submitted by Greece[16].

[15] Detailed information on the Reporting System is available on the relevant webpage. The reports submitted by States Parties may be consulted in the relevant section.

[16] In accordance with the decision of the Ministers' Deputies adopted on 27 September 2022 concerning the new system for the presentation of reports under the European Social Charter, the European Committee of Social Rights and the Governmental Committee have decided to request an ad hoc report on the cost-of-living crisis to all State parties.

Situations of non-conformity [17]

Thematic Group 1 "Employment, training and equal opportunities" - Conclusions XXI-1 (2016)

According to the applicable rules, Conclusions 2020 only refer to the information submitted by the Greek Government on the follow-up given to the relevant decisions of the European Committee of Social Rights in the framework of the collective complaints procedure (see above).
For the most recent Conclusions adopted concerning the relevant Articles, see Conclusions 2016.

► Article 1§1 - Right to work - Policy of full employment

Employment policy efforts have not been adequate in combatting unemployment and promoting job creation.

► Article 1§2 – Right to work – Freely undertaken work (non-discrimination, prohibition of forced labour, other aspects)
Restrictions on employing nationals of non-EU countries to posts in the public service are excessive which constitutes a discrimination on grounds of nationality.

► Article 15§2 - Right of physically or mentally disabled persons to vocational training, rehabilitation and social resettlement - Employment of persons with disabilities
Persons with disabilities are not guaranteed effective access to the open labour market.

Thematic Group 2 « Health, social security and social protection » - Conclusions XX1-2 (2017)

According to the applicable rules, Conclusions 2021 only refer to the information submitted by the Government on the follow-up given to the relevant decisions of the European Committee of Social Rights in the framework of the collective complaints procedure (see above).
For the most recent Conclusions adopted concerning the relevant Articles, see Conclusions 2017.

► Article 12§1 – Right to social security – Existence of a social security system

- During the reference period, a significant percentage of the population was not adequately covered in respect of healthcare;
- The minimum level of unemployment benefit for beneficiaries without dependants is inadequate.

► Article 12§3 – Right to social security – Necessity to raise progressively the system of social security to a higher level

- The restrictive evolution of the social security system;
- The maintaining of a restrictive social security scheme in relation to minors engaged in special apprenticeship contracts.

► Article 12§4 of the Charter – Right to social security - Social security of persons moving between states The right to maintenance of accruing rights is not guaranteed to nationals of all other States Parties.

[17] Further information on the situations of non-conformity is available on the HUDOC database.

► Article 14§1 - The right to benefit from social services - Promotion or provision of social services It has not been established that the number of social services staff is adequate to users' needs.

► Article 4 of the 1988 Additional Protocol - Right of the elderly to social protection

- It has not been established that there is a procedure for helping elderly persons to make decisions;
- It has not been established that there are measures aimed at not only assessing and raising awareness of elder abuse and neglect but at eradicating these problems, or, if not, that such measures are planned.

Thematic Group 3 "Labour rights" - Conclusions 2022

► Article 2§2 – Right to just conditions of work – Public holidays with pay

- In the private sector, work performed on a public holiday is not adequately compensated;
- It has not been established that, in the public sector, work performed on a public holiday is adequately

compensated.

► Article 2§3 - Right to just conditions of work - Annual holiday with pay

- Employees may relinquish annual leave in return for increased remuneration;
- Workers who suffer from illness or injury while on holiday are not entitled to take the days lost at another

time.

► Article 2§4 – Right to just conditions of work – Reduced working hours or additional holidays in dangerous or unhealthy occupations

Workers exposed to residual risks in the mining industry do not all benefit from adequate compensatory measures

► Article 2§5 – Right to just conditions of work – Weekly rest period

Domestic workers are not covered by the legislation guaranteeing a weekly rest period.

► Article 4§1 - Right to a fair remuneration - Decent remuneration The minimum wage does not ensure a decent standard of living.

► Article 4§3 - Right to a fair remuneration - Non-discrimination between women and men with respect to remuneration

- The obligation to ensure access to effective remedies has not been complied with;
- The obligation to recognise and respect the principle of transparency of remuneration in practice is not complied with.

► Article 4§4 – Right to a fair remuneration – Reasonable notice of termination of employment - Severance pay granted to manual workers during the reference period is inadequate; - There is not notice period or severance pay for workers on probation.

Thematic Group 4 "Children, families, migrants" - Conclusions 2019

According to the applicable rules, Conclusions 2023 only refer to the information submitted by the Greek Government on the follow-up given to the relevant decisions of the European Committee of Social Rights in the framework of the collective complaints procedure (see above).

For the most recent Conclusions adopted concerning the relevant Articles, see Conclusions 2019.

► Article 7§3 – Right of children and young persons to protection - Prohibition of employment of young persons subject to compulsory education
It has not been established that the full benefit of compulsory education is guaranteed in practice.

► Article 7§5 - Droit des enfants et des adolescents à la protection – Rémunération équitable - The minimum wage of young workers is not fair; - The apprentices' allowances are not fair.

► Article 8§1 – Right of employed women to protection – Maternity leave
Periods of unemployment are not taken into account when calculating the qualifying periods required to be entitled to maternity benefits.

► Article 16 – Right of the family to social, legal and economic protection
- The excessive length of residence (5 years) required for nationals of other States Parties to be equally treated with nationals as regards access to family benefits;
- The inadequate protection of Roma families with respect to housing, including in terms of eviction conditions.

► Article 17§1 – Right of children and young persons to social, legal and economic protection – Assistance, education and training
The inadequate and often unsafe accommodation of unaccompanied migrant children.

► Articles 19§6 – Right of migrant workers and their families to protection and assistance – Family reunion
- Children of migrant workers between eighteen and twenty-one years of age cannot benefit from the right to family reunion;
- The requirement of the length of residence for a migrant worker before being able to exercise family reunion is excessive;
- It has not been established that the level of means and the requirement of having sufficient or suitable accommodation to house the family or certain family members are not so restrictive as to prevent any family reunion.

► Articles 19§8 – Right of migrant workers and their families to protection and assistance – Guarantees concerning deportation
A migrant worker may be considered as a threat to public order and therefore expelled if prosecuted for a crime punishable by at least three months imprisonment.

► Article 19§10 – Right of migrant workers and their families to protection and assistance - Equal treatment for the self-employed
The grounds of non-conformity under Articles 19§6 and 19§8 apply also to self-employed migrants.

► Article 31§1 – Right to housing - Adequate housing
The measures taken to improve the substandard housing conditions of Roma are insufficient.

► Article 31§2 – Right to housing - Reduction of homelessness
- It has not been established that there is adequate legal protection for persons threatened by eviction;
- It has not been established that there are sufficient procedures in place ensuring that evictions of roma are carried out in conditions respecting the dignity of the persons concerned.

The Committee has been unable to assess compliance with the following provisions:

Thematic Group 1 "Employment, training and equal opportunities"

- ► Article 1§3 - Conclusions XXI-1(2016)
- ► Article 1§4 - Conclusions XXI-1(2016)
- ► Article 10§1 - Conclusions XXI-1(2016)
- ► Article 10§2 - Conclusions XXI-1(2016)
- ► Article 10§3 - Conclusions XXI-1(2016)
- ► Article 10§4 - Conclusions XXI-1(2016)

According to the applicable rules, Conclusions 2020 only refer to the information submitted by the Greek Government on the follow-up given to the relevant decisions of the European Committee of Social Rights in the framework of the collective complaints procedure (see above).

Thematic Group 2 "Health, social security and social protection"

- ► Article 3§1 - Conclusions XX-2 (2017)
- ► Article 3§2 - Conclusions XX-2 (2017)
- ► Article 11§1 - Conclusions XX-2 (2017)
- ► Article 11§3 - Conclusions XX-2 (2017)
- ► Article 12§2 - Conclusions XX-2 (2017)
- ► Article 13§1 - Conclusions XX-2 (2017)
- ► Article 13§4 - Conclusions XX-2 (2017)
- ► Article 14§2 - Conclusions XX-2 (2017)

According to the applicable rules, Conclusions 2021 only refer to the information submitted by the Government on the follow-up given to the relevant decisions of the European Committee of Social Rights in the framework of the collective complaints procedure (see above).
For the most recent Conclusions adopted concerning the relevant Articles, see Conclusions 2017.

Thematic Group 3 "Labour rights"

- ► Article 2§6 - Conclusions 2022
- ► Article 2§7 - Conclusions 2022
- ► Article 4§2 - Conclusions 2022
- ► Article 4§5 - Conclusions 2022
- ► Article 5 - Conclusions 2022
- ► Article 6§1 - Conclusions 2022
- ► Article 6§2 - Conclusions 2022
- ► Article 6§4 - Conclusions 2022
- ► Article 26§2 - Conclusions 2022
- ► Article 28 - Conclusions 2022
- ► Article 29 - Conclusions 2022

Thematic Group 4 "Children, families, migrants"

- ► Article 7§1 - Conclusions 2019
- ► Article 7§2 - Conclusions 2019
- ► Article 7§10 - Conclusions 2019
- ► Article 17§2 - Conclusions 2019
- ► Article 19§4 - Conclusions 2019
- ► Article 19§11 - Conclusions 2019

► Article 27§2 - Conclusions 2019
► Article 27§3 - Conclusions 2019
► Article 31§3 - Conclusions 2019

III. Examples of progress achieved in the implementation of rights under the Charter (non-exhaustive list)

Thematic Group 1 "Employment, training and equal opportunities"

► Extension of the ban on night work to young persons employed in family businesses in the agricultural, forestry and livestock sectors (Act No. 2956/2001) and in the maritime and fishing industries (Presidential Decree No. 407/2001).

► Equal employment rights for Greek citizens and all foreign nationals lawfully working in Greece, with no discrimination, racial or otherwise (Presidential Decrees No. 358/97 and 359/97).

► Eligibility of foreign nationals of states party for all vocational guidance and training programmes organised by the state employment office (OAED) and for equal treatment regarding all types of training allowances (Act No. 2224/1994).

► Same criteria for both sexes for admission to police training college (Act No. 3103/2003).

► Adoption of Law 3488/2006 on the implementation of the principle of equal treatment for men and women as regards access to employment, vocational training and promotion, and working conditions.

► Anti-discrimination legislation explicitly prohibiting direct and indirect discrimination in employment on the ground, inter alia, of disability (Act No. 3304/2005).

► Increased penalties for discrimination and new right of redress before the courts (Act No. 2639/1998).

► Clarification of the definition of state of emergency and thus of the circumstances when the population can be mobilised (Act No. 2936/2001).

► More restrictive definition of cases where criminal penalties may be imposed on seamen refusing to work, where the safety of persons, the vessel or the cargo is imperilled or where there are threats to the environment, public order and public health (Act No. 2987/2002).

► Reduction in the period of duty of career military officers from 25 to about 10 years (Act No. /2003).

► Reduction of duration of service alternative to military service.

► Simplification of the procedures for issuing work and residence permits (Act No. 3386/2005 on foreign nationals' entry into Greece, and their residence and social integration).

► Repeal of Article 19 of the Nationality Code, under which Greek nationals leaving the country with no intention of returning could be deprived of their Greek nationality (Act No. 2623/1998).

► Adoption of Law 3304/2005 on equal treatment explicitly prohibits direct and indirect discrimination in access to all kinds and levels of vocational orientation, vocational training, advanced training and vocational reorientation.

Thematic Group 2 "Health, social security and social protection"

► In 2012 Greece ratified the Maritime Labour Convention, 2006 (MLC 2006) of the International Labour Organisation, which establishes the common minimum standards at global level concerning the working conditions and health and safety of seafarers employed on vessels, while promoting the enhancement of social dialogue on shipping issues.

► The National Social Cohesion Fund was established in 2008 (Law 3631/2008) with the aim to support the most vulnerable groups at risk of poverty through targeted income support.

Thematic Group 3 "Labour rights"

► Law No. 4052/2012 incorporates into domestic law Directive 2008/104/EC of the European Parliament and of the Council on temporary agency work of 19 November 2008.

Thematic Group 4 "Children, families, migrants"

► Measures to combat trafficking in human beings, sexual and economic exploitation and child pornography (Act No. 3064/2002)**.**

► Explicit ban on the corporal punishment of secondary school pupils (Act No. 3328/2005).

► Minimum age for employment set at 15 (Act No. 1837/1989). Application of the general ban on employment of children to children working in family businesses in the agricultural, forestry and livestock sectors (Presidential Decree No. 62/1998).

► Prohibition of dismissal of employees of the merchant navy during pregnancy (presidential decree of 1997).

APPENDIX II: Chişinău Declaration

19 March 2026

High Level Conference on Social Rights – the European Social Charter

(Chişinău, Republic of Moldova, 18-19 March 2026)

CHIŞINĂU DECLARATION

1. The Council of Europe member States gathered in Chișinău recognise that social rights as enshrined notably in the European Social Charter are under unprecedented pressure as Europe grapples with overlapping and mutually reinforcing societal crises. Democratic stability and security are directly impacted by rising socio-economic inequalities and the cost-of-living crisis. These factors, as well as the need to increase defence spending resulting from the unstable international situation, including Russia's war of aggression against Ukraine, have placed burdens on governments, institutions and communities already grappling with climate change, the health challenges arising from the Covid-19 pandemic and demographic change.

2. The Reykjavík Declaration (2023) and the Vilnius Declaration (2024) reinforced the political commitment of the Council of Europe member States to social rights, as guaranteed by the European Social Charter, a primary instrument for achieving social justice. The Vilnius Declaration welcomed the decisions taken by the Committee of Ministers of the Council of Europe to improve the implementation of the Charter system and its monitoring procedures.

3. In this context the member States reiterate their commitment to recognised principles on social rights and social justice enacted by other international or regional organisations including the United Nations, the International Labour Organisation (ILO) and, where applicable, the European Union (EU). They acknowledge the alignment of these principles with the Doha Declaration (2025).

4. Difficulty to guarantee social rights and deliver social justice is a major driver of distrust in public authorities and democratic institutions. The member States welcome the initiative on a New Democratic Pact for Europe (the Pact). With social justice as a key objective, the Pact offers an opportunity for renewed commitments, integrated solutions across sectors and innovative ways to support social justice. As previously stated by the Committee of Ministers, social justice denotes a society based on equality and solidarity, which meets fundamental human needs, reduces inequalities through fair redistribution mechanisms and secures collectively the conditions necessary for every individual to develop and use their skills.

5. Investing in social rights is both a moral imperative and a strategic choice for building sustainable, resilient, just and inclusive societies. Such investment reduces inequality, fosters social cohesion and inter-generational justice, and enhances democratic stability and security. At the same time, it reinforces trust in institutions and public authorities at all levels of governance. Investing in social rights means investing in the future of democracy itself. Democratic stability and security can only be achieved where social rights are adequately protected.

6. On the occasion of this High-Level Conference, member States and participants at the Conference:

a. reaffirm their full commitment to the protection and implementation of social rights as guaranteed by the European Social Charter system and encourage member States to consider ratifying the revised European Social Charter (1996), while keeping under review the possibilities for accepting additional commitments, including the additional Protocol (1995) providing for a system of collective complaints;

b. recognise that ensuring social rights as enshrined notably in the European Social Charter is essential to countering growing threats to democracy driven in particular by fears about economic instability, declining working and living standards and limited opportunities;

c. recognise that combatting poverty and social exclusion is a question of human dignity. The cost-of-living crisis situation remains critical for millions of people, in particular the most vulnerable groups who are forced to spend a larger proportion of their income on essentials. This crisis disproportionately affected – and still affects - low-income households and particularly vulnerable population groups such as single-parent families, children, youth, persons with disabilities, older persons and Roma and Travellers;

d. underline the importance of addressing emerging labour rights challenges in Europe, including those arising from digitalisation, artificial intelligence and climate and demographic changes;

e. acknowledge that effective social dialogue, freedom of association and collective bargaining are indispensable for a just, inclusive and sustainable future of work;

f. recognise the role played by the Charter's monitoring body, the European Committee of Social Rights, and the follow-up and other work undertaken by the Governmental Committee of the European Social Charter and the European Code of Social Security;

g. recognise the importance of strengthening visibility, understanding, awareness and ownership of the Charter, in particular at local level where social rights are implemented;

h. underline the importance of implementation of the Committee of Ministers 2022 reform package and the need to take into account reviews and evaluations thereof;

i. underline the need for better co-operation within the Council of Europe to promote coordinated action on social rights including between the Charter treaty bodies, the Parliamentary Assembly, the Congress of Local and Regional Authorities, the Commissioner for Human Rights, the Conference of INGOs, other monitoring bodies and relevant intergovernmental Committees;

j. recognise the importance of institutional dialogue and synergies between the Council of Europe, the United Nations, the ILO and the EU in order to ensure coherence and complementarity.

7. In view of the above, member States:

a. commit, where necessary, to adopt laws and policies which can ensure equal enjoyment of social rights and equitable access to life/work opportunities to bring about a stronger, more cohesive, more democratic and socially just Europe, in which the enjoyment of the rights enshrined notably in the European Social Charter is effectively guaranteed, in law and in practice, while preserving an adequate balance between rights and obligations and strengthening incentives for labour market participation;

b. undertake, with due consideration of national systems and practices, to ensure that current economic, demographic and technological transformations in labour markets place workers at the centre, guided by respect for social rights, including decent working conditions, dignity in the workplace, fair remuneration, access to social protection and effective social dialogue;

c. undertake to adopt gender-responsive economic and social policies addressing the persistent social rights shortfalls experienced by women, including those resulting from the gender pay and pensions gaps, women's over-representation in precarious jobs and their disproportionate burden of unpaid household and care work;

d. undertake to strengthen child and youth perspectives and participation in strategies and measures to realise social rights, including those related to eradicating poverty and child labour and securing equal, inclusive societies, by establishing institutionalised, regular and meaningful participation mechanisms and advisory structures;

e. undertake to adopt measures to ensure the right to active social citizenship of older persons and commit to eliminating ageism and age discrimination, as well as to taking the necessary steps to ensure older persons' social protection, including their participation in society and ability to lead independent lives;

f. undertake to ensure the effective exercise of the rights of persons with disabilities to independence, social inclusion and participation in community life by taking the steps required to ensure that quality services are genuinely available and accessible to all persons with disabilities;

g. commit to take appropriate measures to give effect to the conclusions and decisions of the European Committee of Social Rights, including on the basis of the follow-up measures proposed by the Governmental Committee of the European Social Charter and the European Code of Social Security, taking into account national circumstances and realities;

h. resolve to promote and strengthen enhanced dialogue, conducted in a constructive spirit, between the European Committee of Social Rights, the Governmental Committee of the European Social Charter and the European Code of Social Security, competent national and local and regional authorities as well as other stakeholders, with a view to the shared objective of improving the achievement of social rights in practice;

i. resolve to fully engage with and support Council of Europe co-operation activities in the relevant fields and to explore financing options provided by the Council of Europe Development Bank (CEB) to improve the implementation of the Charter at national level;

j. resolve to maintain political engagement, through High-Level Conferences on social rights and the European Social Charter in order to monitor progress, share best practices, and encourage further treaty commitments.

8. Participants thank the authorities of the Republic of Moldova for the perfect organisation of the High-Level Conference and their gracious hospitality, and welcome the invitation by Portugal to hold the 3rd High-Level conference during their Presidency of the Committee of Ministers in 2029.

APPENDIX III: Digest of the case law of the ECSR

Link: **DIGEST OF THE CASE LAW OF THE EUROPEAN COMMITTEE OF SOCIAL RIGHTS**