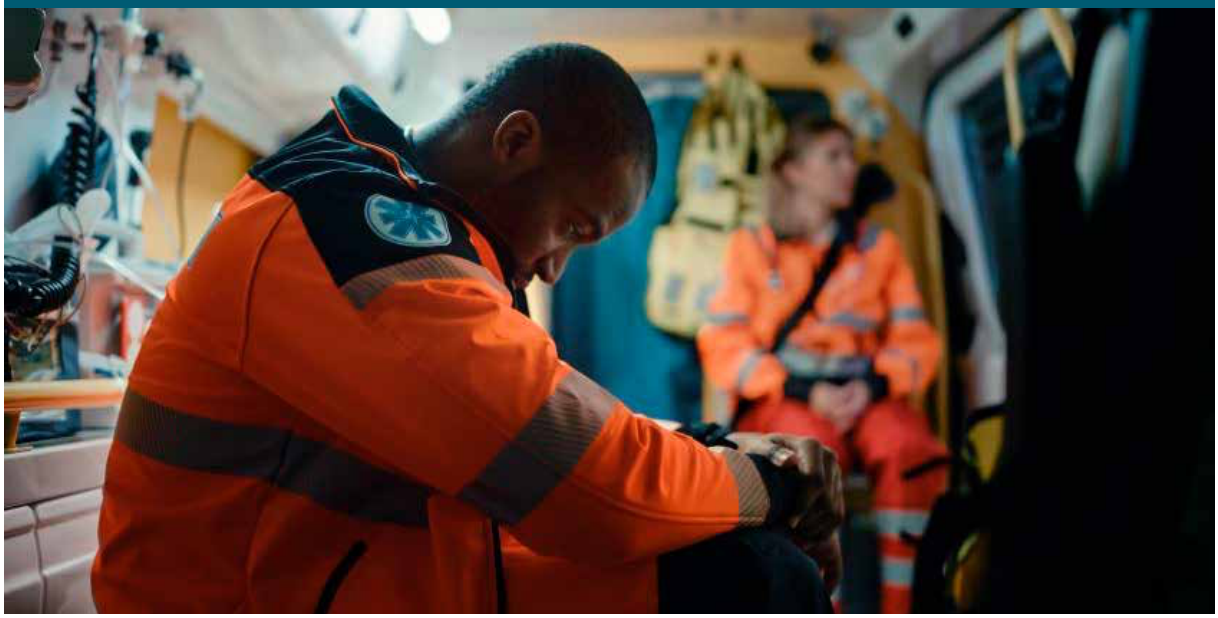
ACTIVITY REPORT 2025



European Committee of Social Rights

European Social Charter | Charte sociale européenne

COUNCIL OF EUROPE
CONSEIL DE L'EUROPE

Activity Report 2025

European Committee of Social Rights

Council of Europe

The European Committee of Social Rights (ECSR) rules on the conformity of the situation in States with the European Social Charter.

The Committee is composed of 15 independent, impartial members who are elected by the Committee of Ministers of the Council of Europe for a term of office of six years, renewable once.

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Cover and layout: Publications and Visual Identity Division (DPIV), Council of Europe
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This publication has not been copy-edited by the DPIV Editorial Unit to correct typographical and grammatical errors.

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Printed at the Council of Europe

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Introduction

The year 2025 marked an important phase in the consolidation of the social rights framework under the European Social Charter. Building on the momentum generated by recent institutional reforms and high-level political commitments, the work of the European Committee of Social Rights (ECSR) continued to demonstrate the essential role played by the Charter system in promoting social justice, protecting vulnerable groups, and strengthening democratic resilience across Europe.

Strengthening the European Social Charter System

A key priority for the ECSR in 2025 was the continued strengthening of the Charter system following the commitments made in the Vilnius Declaration adopted at the High-Level Conference on the European Social Charter in July 2024. That declaration reaffirmed the indivisibility and interdependence of all human rights and highlighted the importance of a robust and responsive social rights framework across Europe. Throughout 2025, the ECSR worked closely with Council of Europe institutions, national authorities, social partners and civil society to advance the implementation of these commitments.

In particular, the ECSR continued to encourage States Parties to increase their level of commitment to the Charter, notably by accepting additional provisions of the Revised Charter and by considering acceptance of the collective complaints procedure. Such steps are essential to ensuring the coherence and effectiveness of the European social rights system. The persistence of two parallel instruments, the 1961 Charter and the Revised Charter of 1996—continues to pose challenges for the impactfulness of the system. As such, progress toward universal state party acceptance of the Revised Charter must remain an urgent priority.

Concretely, in 2025, Norway accepted additional commitments in terms of Article 3 (the right to safe and healthy working conditions) and Article 27 (the right of workers with family responsibilities to equal opportunities and equal treatment). In further positive news, Iceland declared that it considers itself bound by the several elements of Article 2: paragraph 1 (working hours), paragraph 3 (minimum annual holiday with pay) and paragraph 5 (weekly rest period).

In a further positive development, Iceland also expanded its commitments under the Charter by declaring itself bound by several provisions of Article 2 concerning just working conditions. Specifically, Iceland accepted paragraph 1(c), paragraph 3, and paragraph 5.

Monitoring social rights in a changing socio-economic context

The years 2025 saw the ECSR continue its treaty-mandated monitoring of States Parties' implementation of the Charter, particularly in light of the evolving socio-economic challenges across the continent. The lingering effects of the cost-of-living crisis, combined with structural pressures on welfare systems, labour markets, and public services raised serious questions regarding the effective enjoyment of social rights.

In this context, the ECSR examined reports submitted by States Parties concerning labour rights, including the right to fair remuneration, safe and healthy working conditions, the right to organise and bargain collectively, and protection against discrimination in employment. The ECSR's 2025 conclusions – legal assessments of the performance of states parties in terms of key work-related rights protected by the European Social Charter – reveal persistent shortcomings in the guarantee of labour rights in many European countries. Significant areas of concern highlighted in the Conclusions include excessive working hours, inadequate safeguards for certain types of jobs (those in the gig or platform economy; telework; jobs requiring intense attention or high performance) and ongoing gender pay inequality. The ECSR found that structural and legal obstacles continue to hinder collective bargaining coverage and the exercise of the right to strike in many states, including blanket prohibitions on civil servants, and more specifically on personnel in the police, the prison service, air traffic control and the healthcare sector. Finally, the lack of comprehensive responses to psychosocial and climate change-related risks in the workplace was observed in many States – a situation that particularly affects vulnerable workers for whom insufficient legal protections are in place, including with regard to the right to disconnect .

Particular attention was given to the protection of workers in non-standard forms of employment and the need to address gender inequalities in the labour market. The ECSR also emphasised the importance of adapting labour law frameworks to address emerging challenges, including digitalisation, platform work, and evolving workplace risks. In doing so, the ECSR made clear that the Charter provides a human rights framework that must be leveraged to guide guiding public policy choices during periods of economic uncertainty and social transformation.

The ECSR adopted 213 conclusions. Of these, 27 were of conformity with 186 of non-conformity. This is a proportionately much higher level of non-conformity than that seen in previous cycles: 80% non-conformity as opposed to the 20%-30% that would generally have been seen in the past. This is, however, an unsurprising result of the CM reform package. The requirement in that package that the ECSR and GC were to define a "limited number of targeted questions to be answered"[1] in state reports means that the focus of those questions was necessarily and inevitably going to be on areas of concern. This is in contrast to the ECSR previous broader overview of national situations which covered a wide range of issues and more areas of lesser

1. CM(2022)114-final - [1444/4.4] Implementation of the Report on Improving the European Social Charter system - Operational proposals for the reform of the European Social Charter system, para 2.

concern. The ECSR was not given a formal contributing role in the GT-CHARTE process. As such, this situation of high number of findings of non-conformity is not one that results from an approach proposed or argued for by the ECSR but a foreseeable outcome of the reforms, which have overall been extremely useful and successful.

The ECSR welcomes the positive developments in, for example, Andorra, Hungary, and Lithuania, where workers' time spent on standby or on-call is increasingly recognised and fairly compensated. A number of measures, ranging from guaranteed wage supplements to clear recognition that availability is not rest time, reflect an encouraging shift toward valuing employees' time and ensuring more balanced and equitable working conditions.

Ensuring accountability through the Collective Complaints Procedure

A third key dimension of the ECSR's work in 2025 concerned the operation of the collective complaints procedure, one of the most dynamic and impactful mechanisms within the Charter system. By enabling trade unions, employers' organisations, and non-governmental organisations to bring complaints alleging violations of the Charter, the procedure is an essential tool for promoting social rights accountability across Europe.

In 2025, the ECSR examined complaints addressing a wide range of social rights issues, including labour rights, housing policies, social protection, and the rights of vulnerable groups. These cases illustrate the practical relevance of the Charter system and demonstrate the important role that the social partners and civil society play in ensuring its effective functioning.

Thirteen new complaints were lodged in 2025, against five States Parties to the Charter: Spain (four), Italy (five), France (two), Finland (one) and Czechia (one); eight complaints were lodged by national trade unions, and five by international non-governmental organisations.

During its seven sessions in 2025, the European Committee of Social Rights adopted ten decisions on the merits. These concerned, inter alia, support teachers' job precarity and its impact on inclusive education in Italy, the denial of access to healthcare to vulnerable EU migrants in Sweden, the existence of discrimination on the ground of socio-economic status with regard to municipal decrees prohibiting and penalising life-sustaining conduct and conduct inherently linked to poverty and homelessness in France. Other topics addressed were the regulation and exercise of the right to strike in the context of essential public services in Italy, medical supervisions rules for electricity and gas energy workers in France, and the lack of compensation for overtime work for members of the armed forces in Ireland. The Committee also adopted eight decisions on admissibility concerning inter alia the right to housing, the rights of persons with disabilities, social protection, collective bargaining and the right to strike. Two complaints were declared inadmissible.

Throughout 2025, the ECSR continued to highlight the importance of addressing the implementation gap that sometimes exists between the Committee's legal assessments and the measures taken by States Parties to bring their national situations

into conformity with Charter obligations. The ECSR emphasised that the authority of its decisions and conclusions derives from the binding commitments undertaken by States under the Charter. Effective implementation therefore requires sustained political commitment, dialogue with national stakeholders, and concrete legislative and policy reforms.

One notable positive example in 2025 of State Party reform in response to an ECSR decision arose in the context of Complaint No. 157, European Roma Rights Centre (ERRC) and Mental Disability Advocacy Centre (MDAC) v. Czech Republic. In this case, the ECSR closed its follow-up procedure after the Czech Republic repealed Sections 43 and 44 of the Health Care Act No. 372/2011, provisions that the ECSR had found to be in violation of the Charter.

The ECSR further noted that the authorities had taken concrete steps to deinstitutionalise the early childhood care system, including by closing all early childhood medical care institutions, as recommended by the ECSR in order to give effect to its decision.

Looking ahead

Looking ahead, the ECSR remains committed to strengthening the visibility, accessibility, and impact of the Charter system. On-going efforts to step up communication, education, and capacity-building will be essential to ensure that the Charter and the ECSR's jurisprudence is better understood and more widely applied by national authorities, courts, social partners and civil society actors.

The year 2026 will see the High-Level Conference on the European Social Charter take place in Chișinău, Republic of Moldova. This will provide an important opportunity to consolidate the progress achieved in recent years and to reaffirm the central place of social rights within the European human rights architecture.

At a time when democratic recession, economic uncertainty, social inequality, and political polarisation pose significant challenges across Europe, the European Social Charter remains a vital instrument for promoting dignity, equality, and social justice.

Aoife Nolan,
President of the European Committee of Social Rights

Overview and key figures

The European Committee of Social Rights (ECSR) was set up by Article 25 of the 1961 Charter and its function is to rule on the conformity of the law and practice of the States Parties under the 1996 revised European Social Charter, the 1988 Additional Protocol and the initial 1961 European Social Charter[2]. It is made up of 15 independent members elected by the Committee of Ministers (see below for its composition)[3].

The ECSR exercises its supervision through two complementary procedures: the reporting procedure, in which it examines written reports submitted by States Parties at regular intervals, and the collective complaints procedure, which allows certain national and international non-governmental organisations, trade unions, or employer organisations to lodge complaints against States Parties that have agreed to be bound by this procedure.[4]

The national reports and the collective complaints are examined during the ECSR's sessions, of which there were 7 in 2025:

- **346th Session 20-24 January 2025**
- **347th Session 17-21 March 2025**
- **348th Session 12-16 May 2025**
- **349th Session 30 June-4 July 2025**
- **350th Session 8-12 September 2025**
- **351st Session 13-17 October 2025**
- **352nd Session 1-5 December 2025**

In the framework of the reporting procedure, the ECSR adopted **213** conclusions: **27** conclusions of conformity with the Charter and **186** conclusions of non-conformity concerning: Andorra, Armenia, Austria, Azerbaijan, Bosnia and Herzegovina, Denmark, Estonia, Georgia, Germany, Hungary, Latvia, Lithuania, Luxembourg, Malta, the Republic of Moldova, Montenegro, the Netherlands in respect of Curaçao, North Macedonia, Poland, Romania, Serbia, the Slovak Republic, Türkiye, Ukraine and the United Kingdom.

2. See Appendix 1: Signatures and ratifications of the European Social Charter
3. See Appendix 2: Composition of the European Committee of Social Rights on 1 January 2024
4. In response to national reports, the Committee adopts conclusions; in response to collective complaints, it adopts decisions.

In accordance with the decision of 27 September 2022 of the Ministers' Deputies concerning the reform of the system of presentation of reports the conclusions examine the application of the Social Charter to those states parties that have not accepted the collective complaints procedure which enables complaints about rights violations to be brought before the Committee by social partners, international NGOs and others.

The Conclusions 2025 focus on specific provisions relating to just conditions of work, safe and healthy working conditions, fair remuneration, the right to organise and bargain collectively, and equal opportunities for women and men in employment.

The legal assessments underline the crucial role of the European Social Charter as Europe's safeguard for social rights and the ECSR's role as the guardian of those rights.

Thirteen new complaints were lodged in 2025, against five States Parties to the Charter: Spain (four), Italy (five), France (two), Finland (one) and Czechia (one); eight complaints were lodged by national trade unions, and five by international non-governmental organisations (INGOs).

During the seven sessions held in 2025, the European Committee of Social Rights adopted ten decisions on the merits and eight decisions on admissibility, including two decisions on inadmissibility with regard to complaints lodged in previous years.

The average processing time for the eight admissibility decisions adopted in 2025 was 10.3 months, and 27.5 months for the ten decisions on the merits. By comparison, the respective averages for the entire period from 1998 to 2024 were 6.4 months and 21.6 months.

Additionally, the ECSR held meetings and exchanges with various institutions and bodies, including the European Commission against Racism and Intolerance, National Human Rights Institutions, National Equality Bodies, and national governments.

Composition of the European Committee of Social Rights

The composition of the ECSR is governed by Article 25 of the Charter. Its 15 members are required to be "*independent experts of the highest integrity and of recognised competence in international social questions*". They are nominated by States Parties and elected by the Committee of Ministers for a six-year period, renewable once.

Elections take place once every two years, with a third of the seats (five) to be filled at each election. For the current composition of the ECSR please see Appendix 1.

During its 353rd session on 20 to 23 January 2025, the European Committee of Social Rights elected its new Bureau : Aoife Nolan, President, Tatiana Puiu, Vice-President, George Theodosis, Vice-President, Kristïne Dupate, General Rapporteur.

The mandate of the Bureau ends in January 2027.

Collective complaints procedure

Overview

Thirteen new complaints were registered in 2025. These were lodged against five States Parties: Italy (five), Spain (four), Czech Republic (one), Finland (one), France (two). Eight were lodged by national trade unions (see Complaints No. 247, 248, 249, 250, 251, 254, 255, 256) and five by international non-governmental organisations (INGOs) (see Complaints No. 244, 245, 246, 252, 253).

The provisions of the Charter invoked by the complainant organisations concerned in particular: the right to just conditions of work, safety at work, the right to organise, collective bargaining, protection of health, protection against poverty, housing and non-discrimination.

Decisions made public in 2025

The following ECSR decisions **on the merits** adopted in the context of the following collective complaints became public in 2025:

- European Federation of National Organisations working with the Homeless (FEANTSA) v. Czech Republic, Complaint No. 191/2020, (published on 24 January 2025);
- *Confederazione Generale Sindacale, Federazione* GILDA-UNAMS and *Sindacato Nazionale Insegnanti di Religione Cattolica* v. Italy, Complaint No. 192/2020, (published on 28 May 2025);
- European Roma Rights Centre (ERRC) v. Belgium, Complaint No. 195/2020, (published on 15 February 2025);
- European Organisation of Military Associations and Trade Unions (EUROMIL) v. Portugal, Complaint No. 199/2021, (published on 6 March 2025);
- *Associazione Professionale e Sindacale* (ANIEF) v. Italy, Complaint No. 200/2021, (published on 22 December 2025);
- European Federation of National Organisations working with the Homeless (FEANTSA) v. Belgium, Complaint No. 203/2021, (published on 19 March 2025);

- Open Society European Policy Institute (OSEPI) v. Bulgaria, Complaint No. 204/2022, (published on 29 July 2025;
- International Federation of Associations of the Elderly (FIAPA) v. France, Complaint No. 205/2022, (published on 15 September 2025);
- 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, (published on 26 February 2025);
- *Confederación Sindical de Comisiones Obreras* (CCOO) v. Spain, Complaint No. 218/2022, (published on 27 June 2025);
- *Fédération SUD Santé Sociaux* v. France, Complaint No. 226/2023, (published on 18 August 2025).

With regard to the above decisions on the merits, in 2025 the Committee of Minsters adopted:

- **Resolutions** closing Complaints No. 192/2020, No. 195/2020 and No. 226/2023 in which the ECSR had found no violations of the ESC;
- **Recommendations** related to Complaints No. 199/2021, No. 203/2021 and No. 206/2022 with regards to which in approximately two years' time the respondent State will have to submit a single report on follow-up measures undertaken to redress the violations found by the ECSR.

Decisions on admissibility adopted in 2025

During 2025, the ECSR adopted eight decisions on admissibility, including two decisions on inadmissibility. Complaint No. 236 was declared inadmissible due to the trade union's failure to demonstrate its representativeness within the meaning of Article 1(c) of the Protocol. Complaint No. 240 was declared inadmissible as it concerned the situation in non-metropolitan territories not covered by the Charter due to the lack of a declaration to this end in terms of Article L§2 by the respondent State. The six other admissibility decisions concerned notably the right to work, the right of children and young persons to protection, protection of health, social security, the right of persons with disabilities, the right of the family to protection, protection against poverty, housing and non-discrimination

Decisions on the merits adopted in 2025

The ECSR also adopted 10 decisions on the merits in the context of the following complaints (only the first two have already become public – see above):

- Associazione Professionale e Sindacale (ANIEF) v. Italy, Complaint No. 200/2021
- Federation of Associations of the Elderly (FIAPA) v France, Complaint No. 205/2022

- Unione sindacale di base (USB) v. Italy, Complaint No. 208/2022
- European Organisation of Military Associations and Trade Unions (EUROMIL) v. Ireland, Complaint No. 212/2022
- Associazione Sindacale Militari (ASSO.MIL.) v. Italy, Complaint No. 213/2022
- Sindacato Autonomo Comitato Nazionale Pompieri (CO.NA.PO.) v. Italy, Complaint Nos. 214/2022 and 215/2022
- *Fédération nationale des syndicats de salariés des mines et de l'énergie – Confédération générale du travail* (FNME-CGT) v. France, Complaint No. 222/2023
- European Federation of National Organisations working with the Homeless (FEANTSA) and International Federation for Human Rights (FIDH) v. France, Complaint No. 224/2023
- Amnesty International and Médecins du Monde – International v. Sweden, Complaint No. 227/2023
- European Roma Rights Centre (ERRC) v. France, Complaint No. 230/2023

Follow-up to decisions of the European Committee of Social Rights by the Committee of Ministers

The Committee of Ministers adopted the following resolutions in 2025 :

Resolution CM/ResChS(2025)1, concerning the follow-up of the **decision on the merits** adopted on 1 July 2024 by the European Committee on Social Rights in the case European Roma Rights Centre (ERRC) v. Belgium, Complaint No. 195/2020. -adopted on 30 April 2025 at the 1527th meeting of the Ministers' Deputies:

The Committee of Ministers has adopted the following resolution **Resolution CM/ResChS(2025)2**, concerning the follow-up of the decision on the merits adopted on 17 October 2024 by the European Committee on Social Rights in the case *Confederazione Generale Sindacale*, *Federazione* GILDA-UNAMS and *Sindacato Nazionale Insegnanti di Religione Cattolica* v. Italy, Complaint No. 192/2020, thus making public the **decision on the merits**. – adopted on 28 May 2025 at the 1529th meeting of the Ministers' Deputies:

The Committee of Ministers' decisions on follow-up are based on social and economic policy considerations. The Committee of Ministers cannot reverse the legal assessment made by the European Committee of Social Rights.

Reporting procedure

Conclusions 2025 of the European Committee of Social Rights

Between March and December 2025, the ECSR examined States Parties' reports on the application of the European Social Charter. In accordance with the decision of 27 September 2022 of the Ministers' Deputies concerning the reform of the system of presentation of reports relating to the application of the European Social Charter, the provisions of the Charter are henceforth divided into two groups[5].

Further to this decision, the authorities of States Parties **not having accepted the collective complaints procedure** were invited to submit a report in response to targeted questions on the first group of provisions by **31 December 2024**.

Thus, the conclusions adopted by the ECSR in December 2025 concern the accepted provisions of the following articles of the Revised and 1961 Charter belonging to the first group of provisions (Group 1) in respect of States Parties not having accepted the collective complaints procedure:

- **The right to just conditions of work (Article 2§1)**
- **The right to safe and healthy working conditions (Article 3§§1, 2 and 3)**
- **The right to a fair remuneration (Article 4)**
- **The right to organise (Article 5)**
- **The right to bargain collectively (Article 6§§1, 2 and 4)**
- **The right to equal opportunities and equal treatment in matters of employment and occupation without discrimination on the ground of sex (Article 20) (Article 1 of the 1988 Additional Protocol).**

States Parties were asked solely to reply to the specific targeted questions posed under these provisions.

The following States Parties submitted a report:

Andorra, Armenia, Austria, Azerbaijan, Bosnia and Herzegovina, Denmark, Estonia, Georgia, Germany, Hungary, Latvia, Lithuania, Luxembourg, Malta, the Republic of

5. First Group: Article 1 – Article 2 – Article 3 – Article 4 – Article 5 – Article 6 – Article 8 – Article 9 – Article 10 – Article 18 – Article 19 – Article 20 – Article 21 – Article 22 – Article 24 – Article 25 – Article 28 – Article 29. Second Group: Article 7 – Article 11 – Article 12 – Article 13 – Article 14 – Article 15 – Article 16 – Article 17 – Article 23 – Article 26 – Article 27 – Article 30 – Article 31.

Moldova, Montenegro, the Netherlands in respect of Curaçao, North Macedonia, Poland, Romania, Serbia, the Slovak Republic, Türkiye, Ukraine and the United Kingdom.

No report was submitted by Albania, Iceland and the Netherlands in respect of Sint Maarten and the Netherlands in respect of Aruba.

Comments from civil society

In addition to the State reports, the ECSR had at its disposal comments on the reports submitted by different trade unions, human rights institutions and organisations. (These can be found in the country profiles on the website).[6]

The outcome: key figures

At its session in December 2025, the ECSR adopted a total of **213 conclusions**, namely **27** conclusions of conformity and **186** conclusions of non-conformity

Main findings and problems identified

The legal assessments of how States Parties perform in terms of the key work-related rights protected by the European Social Charter reveal that many European countries are failing to guarantee labour rights. The Conclusions highlight key areas of concern, including excessive working hours, inadequate safeguards for certain types of jobs (e.g. those in the gig or platform economy, telework, and jobs requiring intense attention or high performance), and ongoing gender pay inequality.

The ECSR determined that a range of member states have not taken measures to encourage or strengthen workers' freedom of association in the aforementioned sectors, which traditionally have a low unionisation rate.

The ECSR identified significant problems of non-conformity, notably:

- **Excessive working hours**: In several states, some occupational sectors still allow weekly working times exceeding 60 hours, undermining the health and safety of workers.
- **Inadequate protection for vulnerable category of workers:** Many states have yet to extend adequate health and safety protections to vulnerable categories of workers such as: digital platform workers; teleworkers; posted workers; workers employed through subcontracting; self-employed workers; workers exposed to environmental-related risks such as climate change and pollution.
- **Gender pay gap and parity:** The persistence of gender-based inequalities in remuneration and decision-making roles was observed in most States, with little measurable progress having been made in reducing the gender pay gap or increasing women's representation on company boards.

6. https://www.coe.int/en/web/european-social-charter/country-profiles

- **Barriers to effective collective bargaining:** Structural and legal obstacles continue to hinder collective bargaining coverage and the exercise of the right to strike in many States. Important obstacles include blanket prohibitions on civil servants, and more specifically on the police, prison services employees, air traffic control and healthcare sector workers.
- **Failures to address new and emerging risks:** The lack of comprehensive responses to psychosocial and climate change-related risks in the workplace was observed in many States, particularly affecting vulnerable workers with insufficient legal protections in place, including for the right to disconnect.

The full set of country-by-country conclusions can be found on the Council of Europe's website.

The ECSR and the Governmental Committee of the European Social Charter and the European Code of Social Security

A joint meeting of the bureau of European Committee of Social Rights (ECSR) and the Bureau of the Governmental Committee (GC) took place on 16 May 2025 in Strasbourg. Discussions focused on preparations for the 2026 Conclusions, as well as broader engagement with the European Social Charter system. The meeting covered the proposed targeted questions for Conclusions 2026, with reports due by 31 December 2025.

The meeting also included an exchange on the involvement of the two treaty bodies in the upcoming 2026 High-Level Conference in Chișinău, notably with a view to increasing member State commitment to the Charter instruments.

Members of the two bureaus reviewed a draft recommendation aimed at improving education on the Charter system. Finally, the meeting addressed the follow-up to the ECSR review of ad hoc reports concerning the cost-of-living crisis, reflecting on potential GC follow-up action and the insights gained by the ECSR.

Procedure on non-accepted provisions

Introduction

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

In the spirit of the Charter, it is expected that States Parties will progressively increase their commitments, ultimately moving towards the acceptance of all provisions of the Charter.

The procedure for examining reports on non-accepted provisions is set out in Article 22 of the 1961 European Social Charter (ETS No. 35). According to this provision, States Parties must send reports relating to the provisions of Part II of the Charter which they did not accept at the time of ratification or by subsequent notification to the Secretary General at appropriate intervals set by the Committee of Ministers. The Committee of Ministers determines which provisions will be the subject of these reports and how they should be provided.

In September 2022, the ECSR decided to implement the procedure for non-accepted provisions with regard to all States Parties to either Charter in a reinforced manner. The procedure now requires States Parties to submit written information in accordance with a pre-established calendar and to hold additional bilateral meetings where these are deemed to add value. This written information shall be made public upon receipt and national and international social partners, non-governmental organisations, national human rights institutions, equality bodies, and other stakeholders will be given the opportunity to provide comments within three months of receiving it.

States Parties concerned in 2025

In 2025, the procedure on non-accepted provisions concerned seven states: Bulgaria, Cyprus, Estonia, Georgia, Ireland, Malta and Montenegro.

In November 2024, the ECSR invited these states to submit written information on the provisions they had not accepted, as well as on their possible acceptance of the collective complaints procedure. The ECSR also instructed the Secretariat to explore the possibility of holding additional bilateral meetings with Cyprus and Malta concerning the provisions they had not accepted, as well as an enhanced dialogue with Croatia on the possible ratification of the revised Charter.

All states due to report in 2025 submitted written information, which was subsequently published on the Council of Europe website. The number of delayed submissions, as well as the length of the delays, were significantly reduced compared to previous exercises. Third parties were then invited to submit comments on these national reports.

In 2025, the ECSR adopted ten reports on non-accepted provisions for Armenia, Belgium, Hungary, Poland, Romania, Serbia and the United Kingdom (related to the 2024 exercise), as well as for Cyprus, Estonia and Malta (related to the 2025 exercise). The remaining 2025 reports will be adopted progressively during the first half of 2026.

Relations with Council of Europe Bodies

Secretary General of the Council of Europe

In his annual report for 2025, Alain Berset, the Secretary General of the Council of Europe expressed his support for the European Social Charter, which remains central to social justice, with reforms under way that are strengthening its implementation.

He underlined that:

- Economic pressures continue to challenge social rights, with wage stagnation, inflation and rising living costs disproportionately affecting low-income households despite some policy interventions.
- Homelessness and housing insecurity remain critical concerns, leading to increased policy focus on social investment, rent caps and expanding social housing initiatives.

The report also emphasised that the Reykjavik Declaration reaffirmed the crucial role of social justice in maintaining democratic stability and security. European leaders emphasised their commitment to protecting and implementing social rights as guaranteed by the European Social Charter, which is a cornerstone of the Council of Europe's human rights framework. With its legally binding provisions and monitoring mechanisms, including the reporting and collective complaints procedures, the Charter effectively serves as Europe's social constitution.

On **4 July 2025**, the President of the ECSR, Aoife Nolan, met with the Secretary General of the Council of Europe. The discussions focused on the central place of social rights and social justice in the Council of Europe's mission, as reflected in the Reykjavik Declaration, and in the ongoing work on the new Democratic Pact for Europe.

The Secretary General confirmed the Council of Europe's continued support for the Charter and the work of the ECSR.

Committee of Ministers

On 10 September 2025, the President of the ECSR held an exchange of views with the Committee of Ministers of the Council of Europe. She highlighted key aspects of the ECSR's work throughout 2024 and 2025 focusing notably on its review of ad hoc state reports on the cost-of-living crisis.

The President of ECSR also reported on the ECSR's progress in collective complaints work, with decisions on the merits covering issues from housing and employment rights to access to COVID-19 vaccines. She also referred to an increasing recognition of the Charter's role across Europe and beyond, with numerous references in UN reports, EU initiatives, etc.

The President of ECSR finally stated that the protection of social rights is fundamental to ensure democratic security and resilience. "A Council of Europe – or indeed a New Democratic Pact – that does not encompass a social rights-based conception of social justice will not speak to the socio-economic inequalities and concerns about the cost of living and precarity that constitute a clear and present danger to democratic commitment in Europe", she said.

During an exchange of views with GR-Dem (Rapporteur Group on Democracy within the Committee of Ministers of the Council of Europe), on **9 September 2025**, on the New Democratic Pact for Europe, the President of ECSR stressed that protecting social rights is essential to rebuilding trust in democracy and ensuring long-term stability across Europe.

"Democracy without meaningful social rights protection does not equal real democracy", said the President of ECSR, underlining that access to education, housing, and protection from poverty are preconditions for genuine participation in political life.

During her speech, the President of ECSR warned about the decline in trust in governments, particularly among those most affected by financial insecurity. She called for the New Democratic Pact for Europe to give 'substantive meaning' to social justice by anchoring the Pact in the legally binding rights set out in the European Social Charter.

Looking ahead, the forthcoming High-Level Conference on the European Social Charter in Chisinau (March 2026) was flagged as a key opportunity to reinforce social rights within the Pact and strengthen democratic resilience.

Parliamentary Assembly of the Council of Europe

Tackling child poverty and social exclusion across Europe is a core objective of the Council of Europe. The European Social Charter serves as a fundamental instrument for the protection of social and economic rights throughout Europe and it contains provisions directly relevant to the fight against child poverty and social exclusion.

Reflecting this commitment, a session dedicated to "Combating child poverty and promoting the social inclusion of all children", took place in Strasbourg on **3 April 2025**. It was organised by the Council of Europe's Social Rights Department in collaboration with the Secretariat of the Parliamentary Assembly's Committee on Social Affairs, Health and Sustainable Development.

The event brought together policy makers, legal experts and youth voices to explore how children's rights can drive systemic change. Notable speakers included President Nolan, Benoit van Keirsbilck, member of the United Nations Committee on the Rights of the Child, Saskia Kluit**,** Chairperson of the Council of Europe Parliamentary Assembly Committee on Social Affairs, Health and Sustainable Development, and Olivier de Schutter, in his capacity as UN Special Rapporteur on extreme poverty and human rights**.**

On the **5 December 2025**, the Parliamentary Assembly of the Council of Europe (PACE) in cooperation with the Council of Europe's Department of Social Rights, organised an event at the *Assemblée Nationale* in Paris focused on how the Charter can guide governments in responding to Europe's ongoing cost-of-living crisis.

Speakers highlighted that rising prices for housing, food, and energy continue to put millions at risk, making the Charter's protections more vital than ever.

The President of ECSR, Aoife Nolan and Vice-President George Theodosis presented the ECSR review of a hoc reports on social rights during the cost of living crisis (published in 2025), providing recommendations to ensure that social rights are respected for everyone including vulnerable groups. The other Vice-President, Tatiana Puiu also participated in the discussions which explored how parliaments can use the Charter's monitoring tools, including collective complaints procedures, to shape national reforms.

Participants also stressed the importance of aligning national policies with the European Pillar of Social Rights and the UN Sustainable Development Goals.

The event contributed to the forthcoming parliamentary toolkit titled *"Engaging with the European Social Charter: Practical steps for advancing social rights in Europe."*

Council of Europe Development Bank

On **15 October 2025**, the Council of Europe organised a **Conference on the Protection of Health** in Strasbourg. The event brought together government representatives, health experts, professionals and academics, as well as members of civil society, to explore how health protection can be recognised as a fundamental human right. Alain Berset, Secretary General of the Council of Europe; Jo Etienne Abela, Malta's Minister for Health and Active Ageing; Hans Kluge, WHO Regional Director for Europe; and Jeremy Farrar, WHO Assistant Director-General for Health Promotion and Disease Prevention and Control, delivered opening remarks.

In her keynote address, the President of ECSR focused on the European Social Charter, outlining how its framework provides both a legal anchor and normative guidance for health systems in Europe.

At the Conference on "Inclusive and Sustainable Care for Older Persons" organised by the CEB - Council of Europe Development Bank, on **7 December 2025**, the President of ECSR underlined that the ECSR is directly involved in enforcing a detailed Charter provision expressly focused on older persons.

European Court of Human Rights

The ECSR often refers to the case law of the European Court of Human Rights, both in the framework of the reporting procedure and in its decisions concerning collective complaints. In 2025, the ECSR referred to the case law of the European Court of Human Rights in:

- International Federation of Associations of the Elderly (FIAPA) v. France, *Complaint No. 205/2022*, decision of 18 March 2025 (rights of older persons in judicial procedures with regard to protection measures);
- Associazione Professionale e Sindacale (ANIEF) v. Italy, Complaint No. 200/2021, decision of 19 March 2025 (support teachers for children with disabilities).

Similarly, in 2025 the European Court of Human Rights referred to the ECSR and the European Social Charter in a number of cases, including:

- Salay v. Slovakia, No. 29359/22, judgment of 27 February 2025.
- T.H. v. the Czech Republic, No. 33037/22, judgment of 12 June 2025;
- A.B.G. v. Spain, No. 36416/23, decision of 3 July 2025;
- Vainik and Others v. Estonia, Nos. 17982/21 and 3 others, judgment of 4 November 2025;
- Ortega Ortega v. Spain, No. 36325/33, judgment of 4 December 2025.

European Committee against Racism and Intolerance (ECRI)

In July 2025, during an exchange of views, the President of ECSR provided an overview of the work of the ECSR and its interconnection with ECRI. She focused particularly on the extensive case law relating to discrimination against ethnic and racialised minorities, especially the Roma and Traveller communities, in areas such as housing, healthcare, education, and institutionalisation.

The President of ECSR emphasised that the work of ECRI and equality bodies would continue to be a valuable resource for the ECSR as it became more involved with issues of multiple discrimination and intersectionality. Similarly, ECSR case law should continue to serve as a reference point for ECRI in its country reports and general policy recommendations.

Finally, the President of ECSR encouraged ECRI to promote acceptance of the European Social Charter's collective complaints procedure as a fundamental means of achieving justice in situations involving racism, intolerance and inequality.

Council of Europe's Steering Committee for Human Rights (CDDH)

In an exchange of views on **26 June 2025**, the President of ECSR expressed her satisfaction with the renewed engagement between the Council of Europe's Steering Committee for Human Rights (CDDH) and the ECSR.

She emphasised the value of strengthened cooperation on social rights between the two bodies and underlined that suggestions from the CDDH on how to ensure the effectiveness of the ECSR's decisions and conclusions at a national level would be welcome.

Conference of INGOs

On 15 October 2025, the Conference of INGOs of the Council of Europe hosted a ceremony to mark the International Day for the Eradication of Poverty, at the Palais de l'Europe forecourt in Strasbourg.

The event, held around the slab in memory of the victims of poverty, brought together representatives of civil society, international organisations, and individuals

with lived experience of poverty, to reaffirm the shared commitment to social justice and human dignity.

Olivier De Schutter, ECSR member and UN Special Rapporteur on extreme poverty and human rights, stressed, in his address, that the fight against poverty should be based on human rights rather than charity. He argued that recognising people in poverty as rights-holders empowers them, reduces stigma, ensures state accountability and improves policies by incorporating their lived experience into the design of solutions.

The ceremony concluded with the reading, in French and English, of the text inscribed on the "Human Rights to End Poverty" slab, followed by a collective gesture of solidarity and a closing song performed by the Council of Europe Choir.

CINGO's Committee on the European Social Charter continued to promote the vital role of citizens and civil society in fostering a culture of human dignity and human rights across Europe, during 2025. The Committee continued to encourage grassroots actors and civil society organisations to advocate for the strengthening and wider ratification of the Revised European Social Charter by their governments. Particular emphasis was placed on raising awareness of the Charter's importance as a key instrument for the protection of social rights. It also focused its efforts on encouraging more states to extend the collective complaints procedure to national NGOs, considering this to be a significant opportunity to enhance participation, accountability, and the effective implementation of social rights at national level.

Relations with other international organisations

United Nations

The ECSR has regular contacts with several UN treaty bodies and special rapporteurs. In 2025, a meeting was scheduled with the UN Committee on Economic, Social and Cultural Rights (CESCR), however it had to be postponed due to unforeseen circumstances.

In 2025, the Department of Social Rights submitted a response to the Special Rapporteur on the Promotion and Protection of Human Rights in the Context of Climate Change's call for input regarding the promotion and protection of human rights in the context of climate change, which was based on the case law of the ECSR related to access to adequate and sustainable food.

In 2025, the European Committee of Social Rights (ECSR) was referenced by several United Nations human rights mechanisms, particularly within the framework of UN Special Procedures such as those focusing on extreme poverty, adequate housing and migrants.

European Union

Following the publication of its Review on social rights and the cost-of-living crisis, the ECSR held an event on **4 June 2025** in the Council of Europe Office in Brussels.

The aim of this meeting was to promote and discuss the findings of the ECSR's review of the crisis, which was published in March 2025. President Aoife Nolan and Vice-President Tatiana Puiu lead the discussion, joined by experts from Human Rights Watch, the European Trade Union Confederation, and Belgium's Combat Poverty Service.

The discussions explored the main findings of the ECSR's review, which scrutinises how States Parties to the European Social Charter have responded to rising costs in essential sectors such as housing, energy, food, or social protection. The review outlines how Charter rights remain legally binding during economic crises and provides governments with guidance on upholding social protection in turbulent times.

Another event on 5 June 2025, entitled "'Social Rights: Building Social Justice and Democratic Stability'", brought together policymakers, civil society representatives, international organisations and youth leaders from across Europe.

The President of ECSR, Vice-President Puiu, as well as Oliver RÖPKE, President of the European Economic and Social Committee (EU), and other leading speakers from the European Commission, the Parliamentary Assembly of the Council of Europe, the Congress of Local and Regional Authorities of the Council of Europe, the International Labour Organization, the European Youth Forum and the Council of Europe Development Bank underscored the pivotal role of the social rights enshrined in the European Social Charter – particularly in the context of growing socio-economic inequalities, demographic shifts, and environmental challenges – as a cornerstone of democratic resilience and inclusive development.

They also called for social rights to be more effectively integrated into national and international policies as a smart economic investment to reduce inequalities, empower young people, and ensure that no one is left behind in the lead-up to the UN Second World Summit for Social Development in Doha in November 2025.

COE-FRA-ENNHRI-EQUINET Collaborative Platform on social and economic rights

15th Platform Meeting: Socio-economic rights in rural and remote areas

The 15th meeting of the Platform, which took place at the Scottish Parliament, in Edinburgh on 3 October 2025, focused on social rights in rural and remote areas. It brought together NHRIs, equality bodies, experts and civil society. The discussions highlighted the persistent barriers to accessing healthcare, education, transport, jobs and digital services, and examined how the European Social Charter applies in these contexts. The discussions also noted gaps in implementation.

Tatiana Puiu, ECSR Vice-President, highlighted both the opportunities and barriers rural populations face in accessing fundamental social rights.

Participants emphasised that a person's geographic location should not determine the level of rights protection they receive, and that rural disadvantage is a structural human rights issue requiring targeted action. They called for the participation of rural communities to be strengthened, for better data and monitoring to be implemented, for improved cooperation between institutions and for policies to be developed through a 'rural lens', as well as for rural exclusion to be recognised more widely as a human rights concern.

Academic Network on the European Social Charter and social rights (ANESC)

The fourth **edition** of the Moot Court Competition on the European Social Charter took place on 23 May at the **University of Rouen Normandy (France),** in the framework of the competition organised by the French section of the Academic Network

on the European Social Charter and Social Rights. Among the members of the jury were Georges Theodosis, member and Vice-President of the ECSR and Karin Lukas, former member and former President of ECSR.

At the end of the oral pleadings, it was the University UCL. Saint-Louis Brussels (Belgium), that won the competition. Its team members were Mazarine De Briey, Sara Dridi, and Eleni Negash

The prize for the best litigator was awarded to Zita Hadfi, Eötvös Loránd University (Hungary) and the best written submission prize was awarded to - Vrije Universiteit Brussel.

The Jury extended its commendation to all participating teams for their unwavering dedication, passion, and scholarly engagement with the complex field of international law, especially concerning the protection of social rights.

The thorough preparation and high standard of their pleadings not only demonstrated a strong commitment to academic excellence, but also reflected a readiness to confront challenging legal questions with practical significance.

Other major activities and events in 2025

On 16 September 2025, the Utrecht University's Montaigne Centre for Rule of Law and Administration of Justice, in cooperation with the Council of Europe's Department of Social Rights, hosted a half-day expert discussion on *"Understanding the Impact of the Cost-of-Living Crisis on Social Rights."*

The event explored findings from the ECSR review on *the Impact of the Cost-of-Living Crisis on Social Rights*, which examined how states have responded to rising costs in areas such as housing, employment, energy, and food.

Speakers included, among others, George Theodosis, ECSR Vice-President, Miriam Kullmann, ECSR member, Freek Spinnewijn, FEANTSA Director (the European Federation of Organisations Working on Homelessness), Stefan Clauwaert, European Trade Union Confederation, as well as representatives from other institutions. The event brought together academics, policymakers, and civil society with the aim to strengthen rights-based advocacy and policy responses to the ongoing crisis.

The programme also highlighted recent ECSR case law, including collective complaints on housing, energy, labour rights, and protections for vulnerable groups.

Appendices

Appendix 1 – Composition of the European Committee of Social Rights at 1 January 2026

Term of office

Aoife NOLAN, President (Irish)	31/12/2028
Tatiana PUIU, Vice-President (Moldovan)	31/12/2030
George THEODOSIS Vice-President (Greek),	31/12/2026
Kristine DUPATE, General Rapporteur (Latvian)	31/12/2028
Karin MØHL LARSEN (Danish)	31/12/2026
Yusuf BALCI (Turkish)	31/12/2030
Mario VINKOVIĆ (Croatian)	31/12/2026
Miriam KULLMANN (German)	31/12/2026
Carmen SALCEDO BELTRÁN (Spanish)	31/12/2028
Frantz MARHOLD (Austrian)	31/12/2028
Alla FEDOROVA (Ukrainian)	31/12/2024
Grega STRBAN (Slovenian)	31/12/2028
Kristina KOLDINSKÁ (Czech)	31/12/2030
Olivier DE SCHUTTER (Belgian)	31/12/2030
Carmen-Constantina NENU (Romanian)	31/12/2030

Appendix 2 – Signatures and ratifications of the European Social Charter at 1 January 2025

State or International Organisation	Signatures	Ratifications	Entry into Force
Albania	21/09/1998	14/11/2002	01/01/2003
Andorra	04/11/2000	12/11/2004	01/01/2005
Armenia	18/10/2001	21/01/2004	01/03/2004
Austria	07/05/1999	20/05/2011	01/07/2011
Azerbaïjan	18/10/2001	02/09/2004	01/11/2004
Belgium	03/05/1996	02/03/2004	01/05/2004
Bosnia and Herzegovina	11/05/2004	07/10/2008	01/12/2008
Bulgaria	21/09/1998	07/06/2000	07/06/2000
Croatia	06/11/2009		
Cyprus	03/05/1996	27/09/2000	01/11/2000
Czech Republic	04/11/2000		
Denmark	03/05/1996		
Estonia	04/05/1998	11/09/2000	01/11/2000
Finland	03/05/1996	21/06/2002	01/08/2002
France	03/05/1996	07/05/1999	01/07/1999
Georgia	30/06/2000	22/08/2005	01/10/2005
Germany	29/06/2007	29/03/2021	01/05/2021
Greece	03/05/1996	18/03/2016	01/05/2016
Hungary	07/10/2004	20/04/2009	01/06/2009
Iceland	04/11/1998	04/07/2024	01/09/2024
Ireland	04/11/2000	04/11/2000	01/01/2001
Italy	03/05/1996	05/07/1999	01/09/1999
Latvia	29/05/2007	26/03/2013	01/05/2013
Liechtenstein			
Lithuania	08/09/1997	29/06/2001	01/08/2001
Luxembourg	11/02/1998		
Malta	27/07/2005	27/07/2005	101/09/2005
Monaco	05/10/2004		

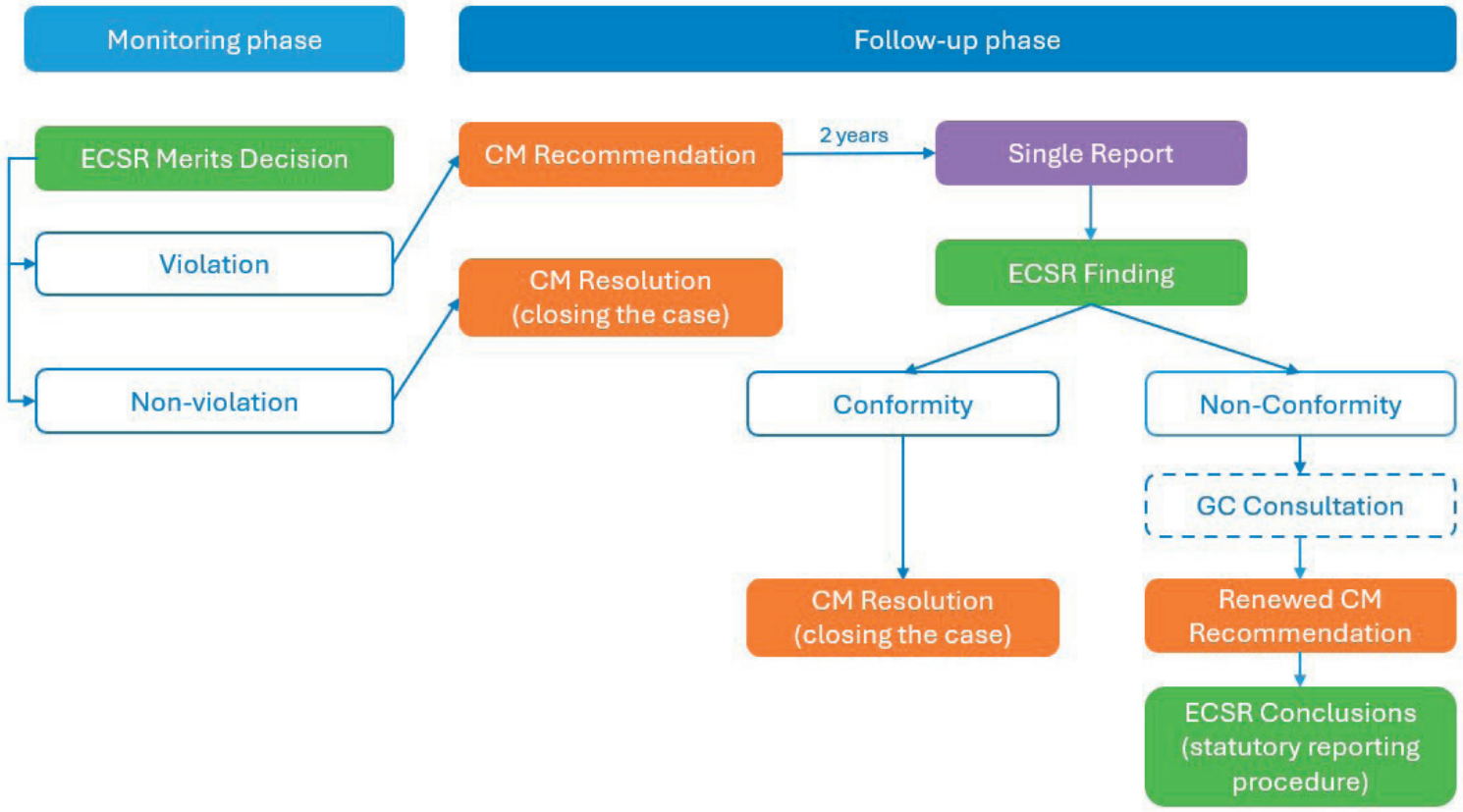
State or International Organisation	Signatures	Ratifications	Entry into Force
Montenegro	22/03/2005	03/03/2010	01/05/2010
Netherlands	23/01/2004	03/05/2006	01/07/2006
North Macedonia	27/05/2009	06/01/2012	01/03/2012
Norway	07/05/2001	07/05/2001	01/07/2001
Poland	25/10/2005		
Portugal	03/05/1996	30/05/2002	01/07/2002
Republic of Moldova	03/11/1998	08/11/2001	01/01/2002
Romania	14/05/1997	07/05/1999	01/07/1999
San Marino	18/10/2001		
Serbia	22/03/2005	14/09/2009	01/11/2009
Slovak Republic	18/11/1999	23/04/2009	01/06/2009
Slovenia	11/10/1997	07/05/1999	01/07/1999
Spain	23/10/2000	17/05/2021	01/07/2021
Sweden	03/05/1996	29/05/1998	01/07/1999
Switzerland			
Türkiye	06/10/2004	27/6/2007	01/08/2007
Ukraine	07/05/1999	21/12/2006	01/02/2007
United Kingdom	07/11/1997		

Appendix 3 – Collective complaints breakdown by year – 1998-2025

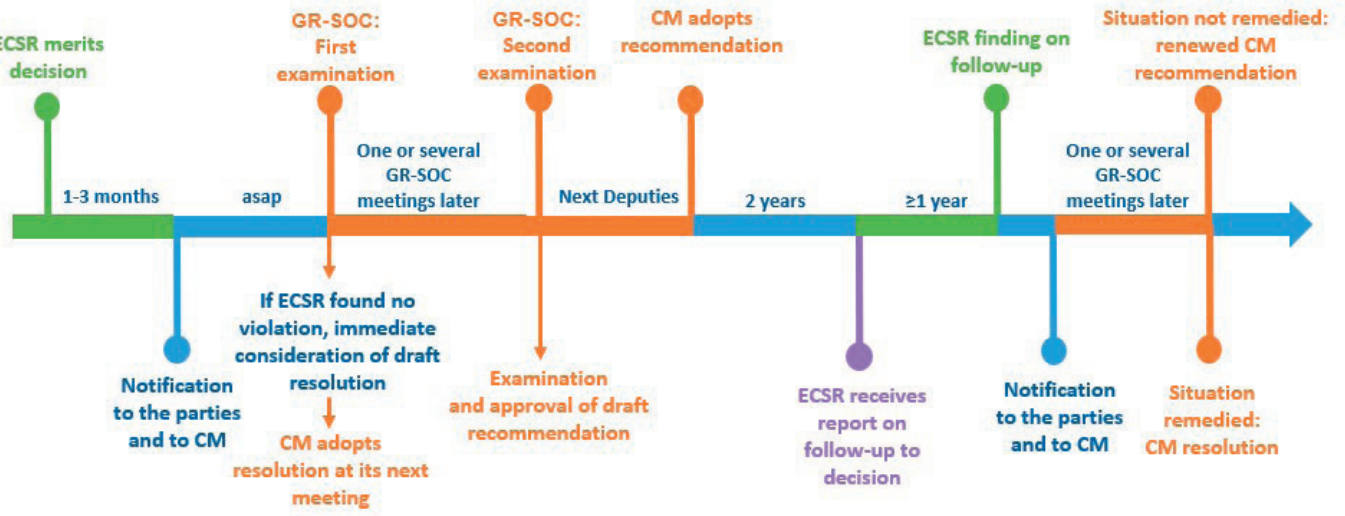
Years	Complaints registered	Pending complaints as at 1 January	Decisions on admissibility	Decisions on the merits	Decisions on immediate measures	Decisions on admissibility and on interim measures	Dismissal / inadmissible	Total decisions
1998	1	0	0	0	0	0	0	0
1999	5	1	2	1	0	0	0/1	3
2000	4	4	7	5	0	0	0	12
2001	1	3	2	3	0	0	0	5
2002	2	1	2	1	0	0	0	3
2003	10	2	8	2	0	0	0	10
2004	5	10	6	10	0	0	0	16
2005	4	5	5	4	0	0	0/2	9
2006	7	3	5	4	0	0	0/1	9
2007	7	5	7	5	0	0	0	12
2008	8	7	8	5	0	0	1/0	14
2009	5	9	7	7	0	0	0	14
2010	4	7	3	6	0	0	0	9
2011	12	5	11	4	0	0	0	15
2012	13	13	9	15	0	0	0	24
2013	15	11	18	9	4	0	0	31
2014	10	17	3	8	0	0	1/0	12
2015	6	18	11	5	0	1	0	16

Years	Complaints registered	Pending complaints as at 1 January	Decisions on admissibility	Decisions on the merits	Decisions on immediate measures	Decisions on admissibility and on interim measures	Dismissal / inadmissible	Total decisions
2016	21	19	6	8	0	0	0/1	14
2017	18	31	31	6	0	0	0/1	37
2018	15	42	14	9	0	0	0/1	23
2019	15	47	11	20	0	3	0/3	31
2020	9	39	17	8	0	1	0/5	25
2021	6	35	6	5	0	3	0/1	11
2022	16	35	10	16	0	2	0/0	26
2023	14	35	16 (1)	12 (2)	0	0	0/1	28
2024	10	36	12	12	0	0	0/2	24
2025	13	34	5	12	0	0	2	17
Total for the period	256	509	242	202	4	10	2/18	444

Appendix 4 – Follow up to the collective complaints procedure explained



Appendix 5 – Collective complaints' timeline from ECSR merits decision to ECSR finding



Appendix 6 – Number of provisions accepted by country

Year of ratification/ acceptance of additional provisions	CHARTER 1961			REVISED CHARTER 1996			Overall total of the accepted provisions (both Charters)
	States	Accepted provisions	Total	States	Accepted provisions	Total	
1962	1. United Kingdom	60	**60**				**60**
	2. Norway	60	**120**				**120**
	3. Sweden	66	**186**				**186**
1963			**186**				**186**
1964	4. Ireland	63	**249**				**249**
1965	5. Germany	67	**316**				**316**
	6. Denmark	49	**365**				**365**
	7. Italy	76	**441**				**441**
1966			**441**				**441**
1967			**441**				**441**
1968	8. Cyprus	43	**484**				**484**
1969	9. Austria	62	**546**				**546**
1970			**546**				**546**
1971			**546**				**546**
1972			**546**				**546**
1973			**546**				**546**

Year of ratification/ acceptance of additional provisions	CHARTER 1961			REVISED CHARTER 1996			Overall total of the accepted provisions (both Charters)
	States	Accepted provisions	Total	States	Accepted provisions	Total	
1974	10. France	72	**618**				**618**
1975			**618**				**618**
1976	11. Island	41	**659**				**659**
1977			**659**				**659**
1978			**659**				**659**
1979			**659**				**659**
1980	12. Netherlands	75	**734**				**734**
	13. Spain	76	**810**				**810**
1981			**810**				**810**
1982			**810**				**810**
1983			**810**				**810**
1984	14. Greece	71	**881**				**881**
1985			**881**				**881**
1986			**881**				**881**
1987			**881**				**881**
1988	15. Malta	55	**936**				**936**
1989	16. Türkiye	46	**982**				**982**

Year of ratification/ acceptance of additional provisions	CHARTER 1961			REVISED CHARTER 1996			Overall total of the accepted provisions (both Charters)
	States	Accepted provisions	Total	States	Accepted provisions	Total	
1990	17. Belgium	72	**1054**				**1054**
1991	18. Finland	66	**1120**				**1120**
	19. Portugal	72	**1192**				**1192**
	20. Luxembourg	69	**1261**				**1261**
1992			**1261**				**1261**
1993			**1261**				**1261**
1994			**1261**				**1261**
1995			**1261**				**1261**
1996			**1261**				**1261**
1997	21. Poland	58	**1319**				**1319**
1998		-66	**1253**	1. Sweden	83	83	**1336**
	22. Slovak Republic	64	**1317**			83	**1400**
1999		-72	**1245**	2. France	98	181	**1426**
		-76	**1169**	3. Italy	97	278	**1567**
	23. Hungary	44					
	24. Czech Republic	56	**1345**	4. Romania	65	343	**1688**
		-76	**1269**	5. Slovenia	95	438	**1707**

Year of ratification/ acceptance of additional provisions	CHARTER 1961			REVISED CHARTER 1996			Overall total of the accepted provisions (both Charters)
	States	Accepted provisions	Total	States	Accepted provisions	Total	
2000			**1269**	6. Bulgaria	61	499	**1768**
			1269	7. Estonia	79	578	**1847**
		-43	**1226**	8. Cyprus	63	641	**1867**
		-63	**1163**	9. Ireland	93	734	**1897**
2001		-60	**1103**	10. Norway	81	815	**1918**
			1103	11. Lithuania	86	901	**2004**
			1103	12. Republic of Moldova	63	964	**2067**
2002		-72	**1031**	13. Portugal	98	1062	**2093**
		-66	**965**	14. Finland	89	1151	**2116**
	25. Latvia	25	**990**			1151	**2141**
			990	15. Albania	64	1215	**2205**
2003	26. Croatia	43	**1033**				**1033**
2004			**1033**	16. Armenia	67	1282	**2315**
		-72	**961**	17. Belgium	87	1369	**2330**
				18. Azerbaijan	47	1416	**1416**
			961	19. Andorra	75	1491	**2452**
2005	27. North Macedonia	41	**1002**			1491	**2493**

Year of ratification/ acceptance of additional provisions	CHARTER 1961			REVISED CHARTER 1996			Overall total of the accepted provisions (both Charters)
	States	Accepted provisions	Total	States	Accepted provisions	Total	
		-55	**947**	20. Malta	72	1563	**2510**
				21. Georgia	63	1626	**1626**
2006		-75	**872**	22. Netherlands	97	1723	**2595**
				23. Ukraine	74	1714	**1714**
2007		-46	**826**	24. Türkiye	91	1888	**2714**
		-44	**782**	25. Hungary	60	1948	**2730**
				Bulgaria	1	1949	**1949**
2008				26. Bosnia and Herzegovina	51	2000	**2000**
2009		-64	**718**	27. Slovak Republic	86	2086	**2804**
				28. Serbia	88	2174	**2174**
				29. Russian Federation	67	2241	**2241**
2010				30. Montenegro	66	2307	**2307**
2011	Poland	-1	**717**				
		-62	**655**	31. Austria	76	2383	**3039**
				Cyprus	9	2392	**2392**
2012		-41	**614**	32. North Macedonia	63	2455	**3070**
				Estonia	8	2463	**3078**

Year of ratification/ acceptance of additional provisions	CHARTER 1961			REVISED CHARTER 1996			Overall total of the accepted provisions (both Charters)
	States	Accepted provisions	Total	States	Accepted provisions	Total	
2013		-25	**589**	33. Latvia	90	2553	**3143**
2015				Belgium	4	2557	**3147**
2016		-71	**518**	34. Greece	95	2652	**3171**
2017				Ukraine	2	2654	**3173**
2021		-60	**458**	35. Germany	88	2742	**3200**
		-72	**386**	36. Spain	98	2840	**3226**
	United Kingdom	-1	**385**				**3225**
2022				Bulgaria	7	2847	**3232**
2024				Andorra	1	2848	**3233**
		-41	344	Iceland	58	2906	**3250**
				Ireland	2	2908	**3252**
				Republic of Moldova	8	2916	**3260**
2025	Norway			Norway	2	2918	**3262**

Appendix 7 – The Charter in national judicial decisions: a selection

BELGIQUE

1. La Cour constitutionnelle belge du 13 mars 2025, n° 44/2025 (référence aux articles 1 et 4 de la Charte) et du 25 septembre 2025, n° 126/2025 (référence à l'article 25 de la Charte).

2. Le Conseil d'Etat du 27 février 2025, n° 262.508 (référence à l'article 17, § 1 de la Charte).

PORTUGAL

1. **Lisbon Court of Appeal (*Tribunal da Relação de Lisboa*)** – decision from 20 February 2025, No. 538/23.1SXLSB.L1-9, available at: https://www.dgsi.pt/jtrl.nsf/33182fc732316039802565fa00497eec/00e843539e9a7c7080258c460036a0be?opendocument

This decision recalls the ECSR understanding on Article 17 of the RESC.

2. **Lisbon Court of Appeal (*Tribunal da Relação de Lisboa*) –** decision from 30 April 2025, No. 18403/23.0T8LSB.L1-4, available at: https://www.dgsi.pt/jtrl.nsf/33182fc732316039802565fa00497eec/a3656f1b63ab8de080258c82004f7b27?OpenDocument=

This decision invokes Article 6 of the ESC on a case regarding the expiration of a collective agreement.

3. **Lisbon Court of Appeal (*Tribunal da Relação de Lisboa*) – decision from 18 December** 2025, No. 272/25.8T8PDL.L1-4, available at: https://www.dgsi.pt/jtrl.nsf/33182fc732316039802565fa00497eec/1b5bad089094a01880258d7f0034f44a?OpenDocument

This decision invokes Article 2(3) of the RESC on a case regarding the violation of the right to annual holiday with pay.

4. **Porto Court of Appeal (*Tribunal da Relação do Porto*) – decision from 03 February 2025,** No. 2802/21.5T8AVR.P14, available at: https://www.dgsi.pt/jtrp.nsf/56a6e7121657f91e80257cda00381fdf/e5b087c478af5e9680258c3500343fe9?OpenDocument

This decision invokes Article 4(3) of the RESC on an equal pay case.

5. **Constitutional Court, Decision No. 194/2025 of 25 February 2025**. Available at: https://www.tribunalconstitucional.pt/tc/acordaos/20250194.html

This decision recalls the ECSR understanding of poverty for the purposes of providing for legal aid.

6. **Constitutional Court, Decision No. 555/2025 of 2 July 2025**. Available at: https://www.tribunalconstitucional.pt/tc/acordaos/20250555.html

This decision invokes Articles 8 and 24 of the RESC.

7. **Constitutional Court, Decision No. 785/2025, of 8 August 2025**. Available at: https://www.tribunalconstitucional.pt/tc/acordaos/20250785.html

This decision invokes Article 19 of the RESC.

ROMANIA

The national courts referred to the Revised Charter in several relevant decisions, using it as a basis for their reasoning:

1. **references to Article 5 of the Charter (*The right to organise*) are found in several decisions of Târgu Mureș Court of Appeal (Decision No. 147/17.03.2025:** (https://rejust.ro/juris/62d968dd3); Decision No. 142/17.03.2025 (https://rejust.ro/juris/g8394533g); Decision No. 157/18.03.2025 (https://rejust.ro/juris/726776383); Decision No. 156/18.03.2025 (https://rejust.ro/juris/ee5e2435d)). Article 5 is cited as a fundamental legal basis to protect trade union autonomy and the continuity of union membership.

2. **references to Article 15 (The right of persons with disabilities to independence, social integration and participation in the life of the community).**

In the Sentence No. 10781/17.07.2025, (https://rejust.ro/juris/73e3d8966), the Bucharest Sector 2 Court of First Instance expressly relies on art. 15 of the Charter.

For instance: Pitești Court of Appeal, Decision No. 3376/03.12.2025 (https://rejust.ro/juris/8429g9859); Bucharest Tribunal, Sentence No. 1087/06.08.2025 (https://rejust.ro/juris/84d2e443g); Dâmbovița Tribunal, Sentence No. 710/17.12.2025 (https://rejust.ro/juris/65928997g).

3. **references to Article 12 on the right to social security and Article E on non-discrimination.** Bistrița-Năsăud Tribunal expressly refers to the Revised European Social Charter as an international expression of equality, then underlines Article 12 and Article E - Sentence No. 539/26.06.2025 (https://rejust.ro/juris/3gee5252g). It also mentions the Charter's annex, noting that a difference of treatment is not discriminatory if it has an objective and reasonable justification.

4. **brief references to Article 4** (as a norm guaranteeing the right to fair remuneration, alongside constitutional equality, anti-discrimination rules, and Labour Code provisions) are found in Sibiu Tribunal, Sentence No. 283/09.04.2025 (https://rejust.ro/juris/g83686d36), salary-litigation.

5. **brief references to Articles 11 and 13**, the right to protection of health and medical assistance can be found in Cluj-Napoca Court of First Instance, Sentence No. 1768/08.08.2025 (https://rejust.ro/juris/84d25e7e3).

SLOVENIA

Higher Labour and Social Court of the Republic of Slovenia. in Judgment X Pdp 351/2025, 05.11.2025, SI:VDSS:2025:X.PDP.351.2025, on representativeness of a trade union, full text at:https://www.sodnapraksa.si/?q=evropska%20socialna%20listina&database[SOVS]=SOVS&database[IESP]=IESP&database[VDSS]=VDSS&database[UPRS]=UPRS&_submit=i%C5%A1%C4%8Di&order=date&direction=desc&rowsPerPage=20&page=0&id=2015081111486695

Administrative Court of the Republic of Slovenia, in Judgment and Conclusion III U 192/2022-30, 25.04.2025, SI:UPRS:2025:III.U.192.2022.30, on invalidity supplement to a war invalid, full text at: https://www.sodnapraksa.si/?q=evropska%20socialna%20listina&database[SOVS]=SOVS&database[IESP]=IESP&database[VDSS]=VDSS&database[UPRS]=UPRS&_submit=i%C5%A1%C4%8Di&order=date&direction=desc&rowsPerPage=20&page=0&id=2015081111485614

THE NETHERLANDS

In 2025, Dutch courts[7] referred to the Charter and/or the ECSR inter alia in the following decisions:

- Concerns the right to strike : Rb. Amsterdam (4 July 2025)
- Concerns the right to strike : Rb. Noord-Holland (29 Sept 2025)
- Concerns pension rights Rb. Midden-Nederland (7 Nov 2025)
- Housing rights and violence against women : CRvB / (note: ECLI says Raad van State)
- Unaccompanied minor female with children :Rb. Den Haag (24 Oct 2025)
- Housing rights : Rb. Noord-Holland (13 June 2025)
- Migrant status : Rb. Midden-Nederland (9 May 2025)
- Access to Health : Rb. Amsterdam (9 July 2025)
- CRvB (6 May 2025)
- Housing rights : Rb. Amsterdam (10 March 2025)
- Access to education: HR / PHR (4 Nov 2025)
- Housing rights : Rb. Noord-Holland (31 Jan 2025)

UKRAINE

Case law of the Supreme Court (Ukraine) 2025

Over the past year, the Supreme Court continued the practice of referring to various articles of the European Social Charter revised.

Civil Cassation Court (of the Supreme Court):

In the Resolution of the Supreme Court of **January 15, 2025, case No. № 761/23289/21** on the recognition of the dismissal as illegal and the cancellation of the order on reinstatement and payment for the period of forced absence from work, the Civil Cassation Court referred to paragraph 4 of Part I of the Charter on a fair remuneration. (https://reyestr.court.gov.ua/Review/124560875)

Likewise, para 4 of the Part 1 of the ESC revised was applied in the Resolution of the Administrative Cassation Court, dated **December 24, 2025, the case No. 727/1748/25** on the recovery of average earnings for the period of delay in payment upon dismissal

7. https://www.rechtspraak.nl/

from work (https://reyestr.court.gov.ua/Review/133087910), the Resolution, adopted November 26, 2025, case No. 759/13005/24 on the wage claim (https://reyestr.court.gov.ua/Review/132431270).

Examples of referring to the ESC revised in the practice of the Administrative Cassation Court (of the Supreme Court) in 2025:

Paragraph 23 of Part I of the ECS

In the Resolution of the Supreme Court of July 22, 2025, case No. 580/710/24 on pension recalculation and payment, the Administrative Cassation Court referred to part para 23 of the part I of the Charter, noting that: "The European Social Charter (revised) of 3 May 1996, ratified by the Law of Ukraine No. 137-V of 14 September 2006, which entered into force on 1 February 2007, stipulates that every elderly person has the right to social protection (paragraph 23 of Part I). https://reyestr.court.gov.ua/Review/129013221

Article 12

In the Resolution of the Supreme Court of **September 2, 2025, case No. 240/4278/24** on determination of the amount of a one-time financial benefit in connection with a disability received while defending the Motherland, the Administrative Cassation Court referred to Article 12 (paras 2-3) of the ECS and their interpretation: https://reyestr.court.gov.ua/Review/129947122

The interpretation of the ECS's provision was added in the Resolution of the Administrative Cassation Court of **September 10, 2025, case No. 120/845/24**[8] concerning the award and payment of a one-time financial benefit and compensation payments:

The Court's above conclusion is consistent with Ukraine's international obligations under the European Social Charter (Revised) (ETS No. 163), ratified by Law No. 137-V of 14 September 2006. Pursuant to paragraphs 2 and 3 of Article 12, "The right to social security," the Parties undertake: (1) to maintain the social security system at a satisfactory level, at least at the level required for ratification of the European Code of Social Security; and (2) to strive for the progressive improvement of this system to a higher level.

Article 23

In the Resolution of the Supreme Court of **September 10, 2025, case No. 580/4912/24**[9] on refusal to recalculate and pay an old-age pension using the average wage indicator, the Administrative Cassation Court referred to Article 23 of the ECS:

The same approach was used by the Supreme Court in its Resolution of **September 30, 2025, case No. 460/26237/23**[10] concerning the refusal to calculate the claimant's old-age pension with the application of the average wage (income) indicator in Ukraine ().

8. https://reyestr.court.gov.ua/Review/130115296
9. https://reyestr.court.gov.ua/Review/130115252
10. https://reyestr.court.gov.ua/Review/130629635

Article 15

In its Resolution of 11 July 2025 concerning case No. 320/8104/22, the Supreme Court ruled that the defendant must pay an administrative and economic sanction and a late-payment penalty for failing to provide the required number of workplaces for persons with disabilities. The Administrative Cassation Court referred to Article 15 of the European Social Charter (ECS): 'Ukraine's international obligations, in particular Article 15 of the European Social Charter (ratified by Law No. 137-V of 14 September 2006), also emphasise the need to ensure the right of persons with disabilities to independence, social integration and access to employment, by creating appropriate conditions and encouraging employers to create workplaces'.[11]

Likewise, Article 15 of the ESC revised was applied in the Resolution of the Administrative Cassation Court, **dated June 17, 2025, the case No. 320/21865/23**[12].

In the Resolution of the Supreme Court of September 10, 2025, case No. 420/25000/24[13] on concerning the refusal to recalculate the previously awarded pension of a public civil servant.

11. https://reyestr.court.gov.ua/Review/128799891)
12. https://reyestr.court.gov.ua/Review/128262843)
13. https://reyestr.court.gov.ua/Review/130115297

Appendix 8 – *Article by A. Nolan – La Razon - December 2025*

In February 2022, Russia launched a full-scale invasion of Ukraine. By July, experts were warning that the world was being pushed towards a precarious inflationary surge. It quickly became clear that Europe was firmly in the grip of a cost-of-living crisis, with the cost of daily essentials rising far more quickly than average household incomes.

Prices soared, with annual inflation in the EU reaching its highest level ever measured at 9.2% in 2022, a tripling of the 2.9% rate of 2021. Within that, consumer prices for housing, water, electricity, gas, and other fuels registered the highest increase. In March 2023, food prices in the EU peaked at a level of 19.6% higher than they were 12 months beforehand**.** While impacts of the crisis varied across Europe, in all countries the poorest were hit hardest.

The crisis significantly and negatively affected people's enjoyment of social rights, including rights related to work, social protection, housing, energy and food. These rights are guaranteed by the Council of Europe's European Social Charter – a human rights treaty, binding under international law, which 42 European states have volunteered to be bound by. The crisis simultaneously undermined the achievement of the UN Sustainable Development Goals.

It was against this backdrop that the European Committee of Social Rights - the Council of Europe body of independent human rights experts responsible for monitoring member states' implementation of the Charter – in 2024-2025 carried out a review of the human rights impacts of the cost-of-living crisis.

The review was based on the information provided by national governments, as well as trade unions, national human rights institutions, civil society organisations and academics based across Europe.

It found that, while all states had taken steps to address the crisis – in some cases very speedily - those measures were frequently not sufficient to counter fully the crisis' effects.

When it came to social protection, many governments either increased existing benefits or introduced new targeted benefits. Others took steps to ensure that specific benefits were tied to the inflation rate. However, many measures were one-off or temporary. In practice, the cost-of-living crisis outlived those measures and continued to impact the groups most at risk of poverty.

When it came to work rights, there was a sharp disconnect between the minimum wage and the cost-of-living. This meant that many workers across Europe were unable to enjoy their right, under the Charter, to a fair remuneration such as to give them and their families a decent standard of living.

The review also noted that the spikes in energy prices and food costs experienced across Europe particularly affected socio-economically vulnerable groups such as low-income households, families with children, older persons, and disabled people. These groups were often forced to choose between heating and eating – a situation that is not consistent with the Charter.

Far from being a merely short-term, freestanding 'blip' to be solved by a drop in inflation – as indeed it has sometimes been presented by politicians and the media – the cost-of-living crisis forms part of a polycrisis: it constitutes the latest element of a series of financial, economic, health and conflict-related shocks that have buffeted Europe over the last two decades. It has directly contributed to the growing European housing crisis and is strongly linked to the ever-deepening climate crisis.

While prices have fallen since their peak, living costs have not returned to pre-crisis levels. The situation remains critical for millions of people. The ECSR's review stresses that the Charter must operate as a human rights road map for government decisions on law, policy and resource allocation related to cost-of-living crises. Crucially, those decisions will need to address the social, political and economic conditions that preceded that crisis and turbo-charged its harsh impact on the rights of Europe's most vulnerable.

The ongoing effects of the cost-of-living crisis and its aftermath are not only a clear and present danger to the lives of disadvantaged people across Europe. Given the link between fears about falling living standards and a growing loss of trust in democratic government, they threaten the sustainability of democracy across our continent. The European Social Charter has a vital role to play in charting a course through these turbulent times.

The European Social Charter, adopted in 1961 and revised in 1996, is the counterpart of the European Convention on Human Rights in the field of economic and social rights. It guarantees a broad range of human rights related to employment, housing, health, education, social protection and welfare.

No other legal instrument at pan-European level provides such an extensive and complete protection of social rights as that provided by the Charter.

The European Committee of Social Rights is the monitoring body of the European Social Charter. It is composed of 15 independent, impartial members and it rules on the conformity of the situation in States with the Charter under two complementary mechanisms: through collective complaints lodged by the social partners and governmental organisations (collective complaints procedure), and through national reports drawn up by the States Parties (reporting procedure).

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The Council of Europe is the continent's leading human rights organisation. It comprises 46 member states, including all members of the European Union. All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states.

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