



HELLENIC REPUBLIC
MINISTRY OF SOCIAL COHESION
AND FAMILY
GENERAL SECRETARIAT FOR
EQUALITY AND HUMAN RIGHTS

National Action Plan against Racism and Intolerance 2026-2029



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Presentation of the National Action Plan against Racism and Intolerance 2026-2029

by the National Council against Racism and Intolerance

The National Council against Racism and Intolerance presents the National Action Plan against Racism and Intolerance 2026-2029, for which it bears institutional responsibility.

The Plan reflects the overall commitment of the State to ensure that every person in our country can live, work, move freely, make personal choices and participate in society without fear, exclusion or discrimination.

As a Council, we believe that combating discrimination and racism is not only a matter for institutions; it is also a matter of democracy, social respect and collective responsibility. The new National Action Plan constitutes an important step in the State's tangible commitment to supporting a society that recognises diversity, invests in equality and responds consistently to contemporary challenges.

The Strategy of the National Action Plan is based on cooperation and coordination among multiple stakeholders, on the knowledge and experience of those working on the front line, and on the need to strengthen both institutional and social resilience. With an emphasis on prevention, support for victims, transparency and the continuous monitoring of policies, the National Action Plan aspires to serve as a practical and effective reference point and policy tool for the coming years.

The process of developing the Plan was demanding and complex, as it required the coordination of different institutional perspectives and priorities. The challenges that emerged during the course of this cooperation were addressed through dialogue, evidence-based approaches and a spirit of mutual understanding, enabling the development of a common framework for action that reflects the collective responsibility of the actors involved.

The Council remains firmly committed to promoting solutions grounded in human rights, dialogue and cooperation between public authorities and social actors, and to fostering an environment in which respect for diversity is a self-evident value. We call upon all institutional and social actors to support the implementation of the Plan and to contribute to the development of an inclusive society.

With confidence in our common endeavour,

The National Council against Racism and Intolerance

Racism

The belief that a ground such as "race", colour, language, religion, nationality or national or ethnic origin justifies contempt for a person or a group of persons, or the notion of superiority of a person or a group of persons

Discrimination

Discrimination occurs when individuals are treated less favourably than others in a comparable situation solely because they belong, or are perceived to belong, to a particular group or category of persons. People may experience discrimination on grounds such as age, disability or chronic disease, nationality, origin, political beliefs, race, religion, gender identity, sex characteristics or gender expression, sexual orientation, language, culture, and many other factors, including the simultaneous presence of multiple grounds.

Intolerance

Lack of respect for practices or beliefs other than one's own. It also includes the rejection of individuals perceived as different because of characteristics such as "race", colour, language, religion, nationality, national or ethnic origin, disability, health status, sexual orientation, gender identity or sex characteristics.

Racist offence

A criminal act committed because of the victim's race, colour, national or ethnic origin, descent, religion, disability, gender identity or sex characteristics of the victim. A racist offence may also be any other criminal offence committed against an individual or population group because of their perceived characteristics.

Hate speech

All types of expression that incite, promote, spread or justify violence, hatred or discrimination against a person or group of persons, or that denigrates them, by reason of their real or attributed personal characteristics or status such as "race", colour, language, religion, nationality, national or ethnic origin, age, disability, sex, gender identity and sexual orientation.

Prejudice

A stable and consistent tendency to respond, usually in a negative way, towards members of a particular group.

Stereotype

An oversimplified, generalised and often unconscious preconception about people or ideas that may lead to prejudice and discrimination. A generalisation in which characteristics possessed by a part of a group are extended to the group as a whole

Introduction

The **National Action Plan against Racism and Intolerance (NAPAR) 2026-2029** constitutes the country's central policy instrument for preventing and combating discrimination prohibited by law, racism and intolerance, in full alignment with the values and policies of the European Union on fundamental rights, equality and social cohesion.

The NAPAR is endorsed by the **National Council against Racism and Intolerance**, which has the institutional role of coordinating and systematically monitoring the implementation of the relevant public policies, ensuring the quality, interministerial cooperation and accountability of the national policy framework.

The development of the new Plan was based on an assessment of the previous implementation period, the identification of existing challenges and the analysis of contemporary forms of discrimination observed in Greece. Greek society continues to face incidents of racist violence, intolerance, hate speech and multiple forms of discrimination, which disproportionately affect specific groups, including Roma, persons with disabilities, LGBTIQ+ persons, migrants and refugees. At the same time, there is a growing need to strengthen trust in institutions, improve victims' access to justice, enhance the training of professionals and develop a coherent system for the collection and use of relevant data.

These needs are also reflected in the recommendations of European and international monitoring mechanisms (the European Commission against Racism and Intolerance of the Council of Europe, the United Nations Committee on the Elimination of Racial Discrimination, the Committee of Experts on the Application of Conventions and Recommendations of the International Labour Organization, among others), which highlight the importance of prevention, accurate documentation, institutional strengthening and the accessibility of complaint mechanisms. The new Plan responds to these challenges by adopting a comprehensive and cross-sectoral approach that combines prevention, protection, accountability and the promotion of a culture of respect for human rights.

The Plan is fully situated within the European policy framework as a national policy that reinforces and complements the strategic priorities of the European Union for combating discrimination and racism, promoting equality, inclusion and the participation of all citizens. The development of the Plan was supported by the European Union co-funded project "ECOSYSTEM – strEngthening PubliC AuthOrities' capacitY to reSpond to inTersEctional discrimination through Multi-agency coalitions" ¹, implemented by the Ministry of Social

¹ The project "ECOSYSTEM-strEngthening PubliC AuthOrities' capacitY to reSpond to inTersEctional discrimination through Multi-agency coalitions" is an initiative of the Ministry of Social Cohesion and Family Affairs, the Greek National Commission for Human Rights and the Social Action and Innovation Centre (KMOP), with the aim of promoting a society free from discrimination and exclusion. At the heart of this effort, which began in 2025, is the preparation of the draft for the 2nd National Action Plan against Racism and Intolerance. At the same time, the initiative seeks to facilitate survivors' access to services and useful information, to strengthen the skills of public officials so that they can recognise and effectively address incidents of discrimination, and to raise awareness in society about the effects of discrimination and racism.

Cohesion and Family Affairs, the National Commission for Human Rights (GNCHR) and the Centre for Social Action and Innovation (KMOP), which contributed significantly to the establishment of the necessary institutional and organisational conditions for the drafting process of the Plan.

The architecture of the Plan is structured around:

- **Clear strategic priorities** organised into policy pillars covering prevention, protection, victim support, strengthened accountability and the promotion of institutional and societal resilience.
- **Fundamental values and principles**, including equality and non-discrimination, accessibility and universal design, inclusion, an intersectional approach, evidence-based policymaking, effective access to justice and the active participation of communities.
- **Methodological tools** that promote the collection and use of data, the coordination of relevant stakeholders, continuous monitoring and evaluation, and transparency in public administration.
- **Interoperable cooperation mechanisms**, which strengthen the role of the State through coordinated interventions across multiple administrative sectors.

The strategy of the NAPR 2026-2029 is organised around five main pillars, which form a unified and coherent framework for action. These pillars constitute the core axes of the Plan's strategic design, within which public policy priorities are identified and the corresponding Strategic and Specific Objectives are defined, with a clear allocation of thematic areas and responsibilities.

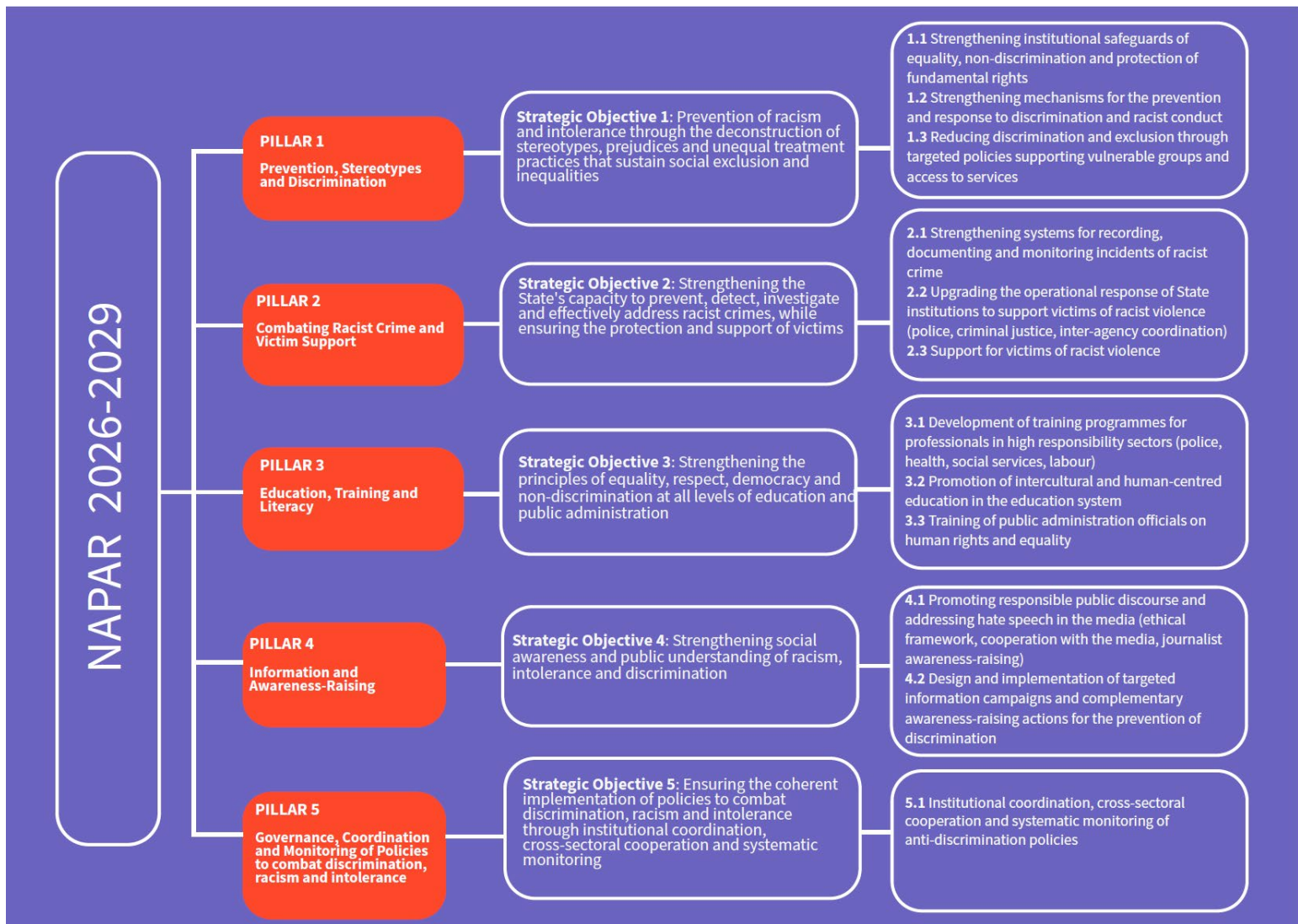
This structure ensures the coherence of the Plan, the prioritisation of policy objectives and the systematic linkage of individual actions with specific areas of public policy, while also strengthening the capacity for effective monitoring, evaluation and accountability during its implementation.

The National Action Plan against Racism and Intolerance 2026-2029 aims to function as a coherent, operational and dynamic public policy instrument for the prevention and combating of discrimination, racism and intolerance. Its effective implementation is based on institutional coordination, cooperation among the relevant stakeholders, transparency and systematic monitoring, ensuring that interventions respond to real social needs and adapt to emerging challenges.

The central objective of the Plan is to foster a society of equality in which respect for human dignity and protection against discrimination are not limited to declaratory principles but are effectively embedded in the functioning of institutions, public policies and everyday social life, for everyone, without exclusion.

The project is co-funded by the European Union, CERV-2023-EQUAL programme (source: <https://www.ecosystem-project.eu/>).

Figure 1: Architecture of the NAPAR 2026-2029: Pillars, Strategic Objectives and Specific Objectives



Acronyms

ECHR	European Court of Human Rights
EKDDA	National Centre for Public Administration and Local Government
EMIDIPA	National Mechanism for the Investigation of Arbitrary Incidents
EU	European Union
GNCHR	Greek National Commission for Human Rights
GSEE	Greek General Confederation of Labour
KETHI	Research Centre for Gender Equality
NAPAR	National Action Plan against Racism and Intolerance
NCDP	National Confederation of Disabled People
NCRI	National Council against Racism and Intolerance
NGO	Non-Governmental Organisation
NRM	National Referral Mechanism for the protection of victims of human trafficking
RVRN	Racist Violence Recording Network
TFEU	Treaty on the Functioning of the European Union
UN	United Nations

CHAPTER 1

Institutional & Legislative Framework

1. Institutional and legislative framework

This chapter outlines the institutional and legislative framework within which the NAPAR 2026-2029, presenting the country's international, European and national commitments to the protection of human rights and the prohibition of discrimination.

By referring to key international and European organisations, fundamental declarations and conventions, as well as relevant directives, recommendations and monitoring mechanisms, the framework of obligations and guidelines that makes the fight against discrimination, racism and intolerance a horizontal public policy priority is highlighted. At the same time, it maps the main national bodies, institutional mechanisms and key legislative provisions that make up the national policy framework against racism and intolerance.

1.1 International framework in the field of human rights and discrimination

1.1.1 International organisations and bodies

The United Nations² (UN) is an international organisation founded in 1945 and currently consisting of 193 member states, including Greece, which is one of the 51 founding members of the Organisation (25 October 1945).

According to the Charter of the United Nations³, one of the statutory purposes of the UN is to develop and encourage respect for human rights and fundamental freedoms for all, without discrimination (Article 1, paragraph 3).

The Office of the United Nations High Commissioner for Human Rights⁴ (OHCHR) coordinates all relevant UN activities, with regional offices in key countries. As part of these responsibilities, it provides key support to **the United Nations Human Rights Council⁵**, which is responsible for strengthening the promotion and protection of human rights worldwide.

The Human Rights Treaty Bodies⁶ are committees of independent experts who monitor the implementation of the main UN International Conventions on human rights.

The Office of the United Nations High Commissioner for Refugees⁷ (UNHCR) is a UN agency mandated to aid and protect refugees, forcibly displaced communities, and stateless people, and to assist in their voluntary repatriation, local integration or resettlement to a third country. The UN High Commissioner for Refugees has an office in Greece and cooperates with the Greek authorities, non-governmental organisations (NGOs), refugee

² <https://unric.org/en/>.

³ Signed on 26 June 1945 and entered into force on 24 October 1945.

⁴ <https://www.ohchr.org/en/about-us/high-commissioner>.

⁵ <https://www.ohchr.org/en/hr-bodies/hrc/about-council>.

⁶ <https://www.ohchr.org/en/treaty-bodies>.

⁷ <https://www.unhcr.org/gr/>.

communities and other stakeholders to protect refugees and asylum seekers in the country⁸.

The **International Labour Organisation**⁹ (ILO) is a specialised agency of the UN that operates in the field of social justice and human and labour rights, aiming to create conditions for decent work and living. It develops international labour standards by establishing fundamental labour rights, including equality of opportunity in employment and equal treatment without discrimination.

1.1.2 Universal Declaration of Human Rights

The Universal Declaration of Human Rights was adopted by the United Nations General Assembly on 10 December 1948, following the UN Charter and reflecting the paramount importance attributed to fundamental human rights, the dignity and worth of the human person, and the equal rights of men and women.

The Universal Declaration was adopted by the United Nations as "*as a common standard of achievement for all peoples and all nations, to the end that every individual and every organ of society, keeping this Declaration constantly in mind, shall strive by teaching and education to promote respect for these rights and freedoms and by progressive measures, national and international, to secure their universal and effective recognition and observance, both among the peoples of Member States themselves and among the peoples of territories under their jurisdiction*"¹⁰.

Article 2 of the Declaration states that "*Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.*"

The Universal Declaration of Human Rights constitutes a key reference point for fundamental freedoms and human rights and laid the foundations for the adoption of a series of international conventions against discrimination.

1.1.3 International Conventions

This section presents the international human rights conventions and anti-discrimination treaties to which Greece is a party.

The prohibition of racial discrimination at the international level is primarily grounded in the **International Convention on the Elimination of All Forms of Racial Discrimination (ICERD)**, which Greece ratified through Legislative Decree 494/1970. Through this ratification, the country assumed binding obligations to prevent, prohibit, and eliminate all forms of racial discrimination at the level of legislation, administrative practices, and public policies. The Convention recognises that racism is not merely a set of isolated behaviours, but a phenomenon linked to social structures, historical inequalities, and systemic

⁸ <https://www.unhcr.org/about-unhcr>.

⁹ <https://www.ilo.org/about-ilo>.

¹⁰ Universal Declaration of Human Rights, United Nations, 10 December 1948.

mechanisms of exclusion; therefore, it requires a coherent and proactive response from the state.

Article 1 of the Convention contains one of the most comprehensive definitions of racial discrimination in international law. It defines racial discrimination as *“any distinction, exclusion, restriction or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life”*¹¹.

This formulation is particularly important because it does not limit the prohibition solely to cases where there is an intention to discriminate but also covers situations where the effect of a practice results in unequal treatment. In this way, it establishes the concept of indirect discrimination, which today lies at the core of European and international jurisprudence.

At the same time, ICERD adopts a broad approach regarding its scope of application, as the prohibition of discrimination extends to all areas of public life: political participation, employment, education, social protection, health, access to goods and services, and more generally any process linked to the exercise of fundamental rights. By ratifying the Convention, Greece committed not only to preventing and prohibiting such practices but also to taking active measures for their elimination, including the adoption of effective anti-discrimination legislation, the establishment of appropriate administrative mechanisms, and the assurance of victims’ access to justice.

The Convention also imposes positive obligations on its signatories, including the adoption of policies and practices that promote equality in practice, the training of public sector professionals, such as members of the judiciary, police officers and civil servants, on combating racism, and the systematic collection of data on discrimination. Furthermore, ICERD requires member states to actively address forms of racial segregation and to prohibit propaganda of racial superiority, including hate speech and the operation of organisations with racist objectives.

The ratification of the Convention forms part of a broader framework of Greece’s international and European commitments to the protection against discrimination. The implementation of ICERD constitutes an ongoing obligation, reflected both in the national legislative framework and in the operation of national equality bodies, as well as in the development of public policies against racism.

Within this framework, the country is required to submit periodic reports to the Committee on the Elimination of Racial Discrimination (CERD), assess the effectiveness of the measures it adopts, and review policies that may produce unequal treatment¹².

¹¹ International Convention on the Elimination of All Forms of Racial Discrimination. Adopted and opened for signature and ratification by General Assembly resolution 2106 (XX) of 21 December 1965.

¹² For the most recent recommendations of the Committee (CERD) on Greece’s combined 23rd and 24th periodic reports, see in detail section 1.4 below.

The **Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)**, which was ratified by Greece through Law 1342/1983, provides for the safeguarding of equal opportunities for men and women in all fields and for the elimination of existing discrimination against women through the adoption of appropriate measures and the establishment of constitutional and legislative provisions.

Article 1 of the Convention stipulates that within its framework: *"the term "discrimination against women" shall mean any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field¹³".*

The **Convention on the Rights of the Child**, ratified in Greece by Law 2101/1992, stipulates in Article 2 that *"States Parties shall respect and ensure the rights set forth in the present Convention to each child within their jurisdiction without discrimination of any kind, irrespective of the child's or his or her parent's or legal guardian's race, colour, sex, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status¹⁴".*

The **UN Convention on the Rights of Persons with Disabilities and its Optional Protocol**, were ratified by Greece through Law 4074/2012. According to the Convention, *"Discrimination on the basis of disability means any distinction, exclusion or restriction on the basis of disability which has the purpose or effect of impairing or nullifying the recognition, enjoyment or exercise, on an equal basis with others, of all human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field. It includes all forms of discrimination, including the denial of reasonable accommodation¹⁵".*

Article 1 states that *"The purpose of the present Convention is to promote, protect and ensure the full and equal enjoyment of all human rights and fundamental freedoms by all persons with disabilities, and to promote respect for their inherent dignity. Persons with disabilities include those who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others."*

Furthermore, according to Article 5 on equality and non-discrimination:

"1. States Parties recognise that all persons are equal before and under the law and are entitled without any discrimination to the equal protection and equal benefit of the law."

¹³ Convention on the Elimination of All Forms of Discrimination against Women. Adopted and opened for signature, ratification and accession by General Assembly resolution 34/180 of 18 December 1979, entry into force 3 September 1981, in accordance with article 27(1).

¹⁴ Convention on the Rights of the Child. Adopted and opened for signature, ratification and accession by General Assembly resolution 44/25 of 20 November 1989, entry into force 2 September 1990, in accordance with article 49.

¹⁵ Convention on the Rights of Persons with Disabilities and Optional Protocol, United Nations.

2. *States Parties shall prohibit all discrimination on the grounds of disability and guarantee to persons with disabilities equal and effective legal protection against discrimination on all grounds.*
3. *In order to promote equality and eliminate discrimination, States Parties shall take all appropriate steps to ensure that reasonable accommodation is provided.*
4. *Specific measures which are necessary to accelerate or achieve de facto equality of persons with disabilities shall not be considered discrimination under the terms of the present Convention."*

The Optional Protocol to the Convention (also ratified by Law 4074/2012), is of particular importance for the rights of persons with disabilities in Greece. The Protocol recognises the competence of the UN Committee on the Rights of Persons with Disabilities to receive and consider communications submitted by or on behalf of individuals or groups of individuals under the jurisdiction of a State Party to the Protocol who claim to be victims of a violation by that State Party of the provisions of the Convention.

The **International Covenant on Civil and Political Rights**¹⁶, ratified by Greece under Law 2462/1997, provides for the respect and guarantee of civil and political rights to all individuals without any discrimination, particularly on the grounds of race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status (Article 2).

According to Article 19 of the Covenant: *"Everyone shall have the right to hold opinions without interference"*, while according to Article 20: *"Any advocacy of national, racial or religious hatred that constitutes incitement to discrimination, hostility or violence shall be prohibited by law."*

Article 24 also stipulates that: *"Every child shall have, without any discrimination as to race, colour, sex, language, religion, national or social origin, property or birth, the right to such measures of protection as are required by his status as a minor, on the part of his family, society and the State."*

Article 26 stipulates that: *"All persons are equal before the law and are entitled without any discrimination to the equal protection of the law. In this respect, the law shall prohibit any discrimination and guarantee to all persons equal and effective protection against discrimination on any ground such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status."*

Also important is Article 27 which provides that: *"In those States in which ethnic, religious or linguistic minorities exist, persons belonging to such minorities shall not be denied the right, in community with the other members of their group, to enjoy their own culture, to profess and practise their own religion, or to use their own language."*

¹⁶ International Covenant on Civil and Political Rights. Adopted and opened for signature, ratification and accession by General Assembly resolution 2200A (XXI) of 16 December 1966, entry into force 23 March 1976, in accordance with Article 49.

The **International Covenant on Economic, Social and Cultural Rights**¹⁷, ratified by Greece under Law 1532/1985, stipulates in Article 2 that: "*The States Parties to the present Covenant undertake to guarantee that the rights enunciated in the present Covenant will be exercised without discrimination of any kind as to race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.*"

Particular importance is also attached to the **interpretative texts issued by the UN treaty monitoring bodies** (General Comments and General Recommendations). Although they are not legally binding, these instruments function as interpretative and guiding documents, specifying the content of states' international covenant obligations and providing policy guidance for the prevention and combating of discrimination and racism. By way of example, and as the most relevant, the following may be mentioned:

General Comments of the Human Rights Committee¹⁸

- General Comment No. **11** - Prohibition of propaganda for war and inciting national, racial or religious hatred (Art. 20)
- General Comment No. **18** - Non-discrimination (Thirty-seventh session, 1989)
- General Comment No. **25** - The right to participate in public affairs, voting rights and the right of equal access to public service (Art. 25)
- General Comment No. **34** - Article 19: Freedoms of opinion and expression

General Recommendations of the UN Committee on the Elimination of Racial Discrimination (CERD)¹⁹

- General Recommendation No. **13** on the training of law enforcement officials in the protection of human rights
- General recommendation No. **25** on gender-related dimensions of racial discrimination
- General Recommendation No. **27** on discrimination against Roma
- General Recommendation No. **30** on discrimination against non-citizens
- General Recommendation No. **31** on the prevention of racial discrimination in the administration and functioning of the criminal justice system
- General Recommendation No. **35**: Combatting racist hate speech
- General Recommendation No. **36: Preventing** and Combating Racial Profiling by Law Enforcement Officials
- General Recommendation No. **37**: Racial discrimination in the enjoyment of the right to health

Conventions of the International Labour Organisation:

- **ILO Forced Labour Convention**, 1930 (No. 29), ratified by Greece with Law 2079/1952 (Government Gazette 108 A',13-6-52), as well as the Protocol (of 2014) to the Convention, which was ratified by the country under Article 49 of Law 5239/2025.

¹⁷ International Covenant on Economic, Social and Cultural Rights. Adopted and opened for signature, ratification and accession by General Assembly resolution 2200A (XXI) of 16 December 1966, entry into force 3 January 1976, in accordance with article 27.

¹⁸ https://tbinternet.ohchr.org/_layouts/15/TreatyBodyExternal/TBSearch.aspx?Lang=en&TreatyID=8&DocTypeID=11.

¹⁹ https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/TBSearch.aspx?Lang=en&TreatyID=6&DocTypeID=11.

- **ILO Abolition of Forced Labour Convention**, 1957 (No.105), ratified by Greece with Legislative Decree 4221/1961 (Government Gazette 173 A, 19-6-61).
- Convention No. 111 concerning **Discrimination in Respect of Employment and Occupation** (1958), ratified by Law 1424/1984 (Government Gazette 29 A, 14-3-84). It provides for the promotion of equality of opportunity and treatment in respect of employment and occupation, with the aim of eliminating all forms of discrimination in this field.
- Convention No. 159 concerning **vocational rehabilitation and employment (disabled persons)**, ratified by Law 1556/1985 (Government Gazette 100 A, 28-5-85). According to Article 1: "*For the purposes of this Convention, each Member shall consider the purpose of vocational rehabilitation as being to enable a disabled person to secure, retain and advance in suitable employment and thereby to further such person's integration or reintegration into society.*"

1.1.4 Universal Periodic Review within the United Nations

The **Universal Periodic Review**²⁰ (**UPR**) is a unique mechanism of the Human Rights Council, that calls for each UN Member State to undergo a regular comprehensive assessment of the human rights situation in their country. The mechanism was by the UN General Assembly in resolution 60/251 and is implemented in successive cycles of approximately four to five years, with the aim of improving the protection of human rights and strengthening international accountability.

The UPR process is based on intergovernmental dialogue and peer review. Each State presents the policies, measures and challenges it faces, while the other Member States formulate observations and recommendations. The review is based on three main sources:

- (a) the national report of the State under review;
- (b) information contained in reports and findings of independent experts, Special Procedures, and UN treaty monitoring bodies;
- (c) information provided by other stakeholders, including national human rights institutions, regional organizations and civil society groups.

The reviews are conducted by the UPR Working Group, which is composed of the 47 Member States of the Human Rights Council. Each review is assisted by a group of three States known as "troikas", which serves as rapporteur and contribute to the drafting of the final outcome report. The process concludes with the adoption of the outcome report, which includes the recommendations addressed to the State under review, as well as the commitments undertaken by that State for their implementation.

The recommendations arising from the UPR process, formulated through intergovernmental dialogue and with the contribution of international organisations, national human rights institutions, NGOs and civil society actors, serve as an important international accountability mechanism. They also guide, among other things, the design,

²⁰ <https://www.ohchr.org/en/hr-bodies/upr/upr-home>.

implementation and revision of national policies aimed at combating discrimination and racism.

Greece underwent its third Universal Periodic Review in 2021²¹, during which significant institutional and legislative developments were presented, while at the same time clear international recommendations were made in areas directly related to combating racism and discrimination. Among other issues, attention was drawn to hate speech and racist violence, the treatment of vulnerable groups, particularly Roma, migrants and refugees, as well as LGBTIQ+ persons, the accountability of law enforcement authorities, and the need to strengthen the collection of reliable and disaggregated equality data.

Particular emphasis was also placed on strengthening institutional accountability mechanisms, such as the role of the Greek Ombudsperson as the National Mechanism for the Investigation of Arbitrary Incidents (EMIDIPA), the need for systematic training of public administration officials and law enforcement personnel, as well as ensuring the meaningful participation of civil society in the development and monitoring of human rights policies.

The fourth cycle of the Universal Periodic Review is already underway, with Greece's next review expected to take place in 2026²², a development that gives particular relevance to the design and implementation of the new National Action Plan against Racism and Intolerance for the period 2026-2029.

1.2 European framework in the field of human rights and non-discrimination

The European system for the protection of human rights and the fight against discrimination is shaped through a network of institutional bodies and organisations operating both at the level of the European Union and within the broader European intergovernmental framework. These actors contribute to the development of standards, the monitoring of the implementation of human rights and the principle of equal treatment, and support Member States in preventing and addressing racism, xenophobia and discrimination.

1.2.1 Institutional bodies and mechanisms at the European level

At the level of the European Union level, the central specialised body in the field of fundamental rights is the **European Union Agency for Fundamental Rights (FRA)**²³, which was established in 2007 and operates as an independent body of the EU. Its mission is to promote and protect the fundamental rights of all people living in the EU, acting as the only independent centre of excellence in this field. The Agency collects and analyses legislation and data, provides independent, evidence-based support and advice to EU institutions and Member States, and contributes to improving the implementation of European legislation in the field of fundamental rights. At the same time, it cooperates with national and local

²¹ Universal Periodic Review-Greece, Office of the United Nations High Commissioner for Human Rights, Session 39, November 2021.

²² *ibid.*

²³ <https://fra.europa.eu/el/about-fra>.

authorities, human rights organisations and equality bodies, raising citizens' awareness and strengthening a European culture of respect for fundamental rights.

Within the broader European intergovernmental framework, a key role is played by the **Council of Europe**²⁴, which was established in 1949 with the aim of protecting human rights, democracy and the rule of law. The first convention of the Council of Europe, which constitutes the foundation of its entire action, is the **European Convention on Human Rights**. The Convention established the **European Court of Human Rights (ECHR)**, which is responsible for adjudicating individual or inter-state applications concerning violations of the rights guaranteed by the Convention by States Parties to the European Convention on Human Rights. The ECHR has developed an extensive body of case law covering the full spectrum of human rights, including the prohibition of discrimination and issues such as hate speech. The judgments of the ECHR are binding on the States Parties concerned, and their execution is supervised by the Committee of Ministers of the Council of Europe.

Beyond the system of the European Convention on Human Rights, the work of the Council of Europe in the field of human rights, particularly with regard to discrimination and racism, is supported by several specialised bodies, including:

- The **European Commission against Racism and Intolerance (ECRI)**²⁵, a human rights monitoring body of the Council of Europe composed of independent experts. Its mandate is to monitor and evaluate policies and practices aimed at combating racism, discrimination and intolerance in Europe. ECRI addresses a wide range of grounds, including "race", ethnic or national origin, skin colour, citizenship, religion, language, sexual orientation, gender identity and sex characteristics.

ECRI was established by a decision of the first Summit of the Heads of State and Government of the member States of the Council of Europe in 1993 and began its work in 1994. It is composed of 46 independent members, who are appointed on the basis of their independence, impartiality, moral authority and recognised expertise in issues of racism and intolerance, with each member State of the Council of Europe appointing one member to the Commission.

ECRI deals with the phenomena of racism, discrimination and intolerance that are or may be of a structural or general nature. However, it is not entitled to receive individual complaints, which are handled by the European Court of Human Rights. Its activities include monitoring the situation in the member States of the Council of Europe through country visits and periodic country reports, preparing thematic analyses and general policy recommendations, and cooperating with national authorities, independent equality bodies and civil society organizations, with the aim of effectively addressing, among other issues, xenophobia, antisemitism and intolerance.

Within the framework of its thematic work, ECRI has issued General Policy Recommendations (GPRs) addressed to the governments of all Council of Europe

²⁴ <https://www.coe.int/en/web/portal/home>.

²⁵ <https://www.coe.int/en/web/european-commission-against-racism-and-intolerance/home>.

member States, intended to serve as guidance for the development of national strategies and policies in specific areas related to the prevention and combating of racism and discrimination.

General Policy Recommendations of the European Commission against Racism and Intolerance (ECRI)²⁶

- **ECRI General Policy Recommendation No. 1:** Combating racism, xenophobia, antisemitism and intolerance
- **ECRI General Policy Recommendation No. 2:** Equality bodies to combat racism and intolerance at national level
- **ECRI General Policy Recommendation No. 3:** Combating racism and intolerance against Roma/Gypsies
- **ECRI General Policy Recommendation No. 4:** National surveys on the experience and perception of discrimination and racism from the point of view of potential victims
- **ECRI General Policy Recommendation No. 5:** Preventing and combating anti-Muslim racism and discrimination
- **ECRI General Policy Recommendation No. 6:** Combating the dissemination of racist, xenophobic and antisemitic material via the Internet
- **ECRI General Policy Recommendation No. 7:** National legislation to combat racism and racial discrimination
- **ECRI General Policy Recommendation No. 8:** Combating racism while fighting terrorism
- **ECRI General Policy Recommendation No. 9:** Preventing and combating Antisemitism
- **ECRI General Policy Recommendation No. 10:** Combating racism and racial discrimination in and through school education
- **ECRI General Policy Recommendation No. 11:** Combating racism and racial discrimination in policing
- **ECRI General Policy Recommendation No. 12:** Combating racism and racial discrimination in the field of sport
- **ECRI General Policy Recommendation No. 13:** Combating antigypsyism and discrimination against Roma
- **ECRI General Policy Recommendation No. 14:** Combating racism and racial discrimination in employment
- **ECRI General Policy Recommendation No. 15:** Combating Hate Speech
- **ECRI General Policy Recommendation No. 16:** Safeguarding irregularly present migrants from discrimination
- **ECRI General Policy Recommendation No. 17:** Preventing and combating intolerance and discrimination against LGBTI persons

ECRI's work is organised in cycles of about five years, through periodic evaluation reports for each member State.

²⁶ European Commission against Racism and Intolerance (ECRI) Standards.

The seventh monitoring cycle, which began in 2025, provides that country reports focus on two main thematic areas: the prevention and combating of hate speech and hate crime, and ensuring equal treatment and inclusion in education and healthcare. Where deemed necessary, the reports also include a third section addressing country-specific issues, such as the follow-up to previously identified priority recommendations or other emerging matters related to racism, intolerance and related forms of discrimination.

With regard to Greece, in the context of the preparation of the next country report, an on-site visit by an ECRI delegation is scheduled to take place between 20 and 24 April 2026²⁷.

- The **Commissioner for Human Rights** is an independent and impartial non-judicial institution established in 1999 by the Council of Europe to promote awareness of and respect for human rights in the 46 Council of Europe member states. The Commissioner has a mandate to foster the effective observance of human rights and assist member states in the implementation of Council of Europe human rights standards, promote education in and awareness of human rights in Council of Europe member states, identify possible shortcomings in the law and practice concerning human rights, facilitate the activities of national ombudsperson institutions and other human rights structures, and provide advice and information regarding the protection of human rights across the region. The Commissioner's work thus focuses on encouraging reform measures to achieve tangible improvement in the area of human rights promotion and protection, and although it cannot act upon individual complaints, it can draw conclusions and take wider initiatives on the basis of reliable information regarding human rights violations suffered by individuals.
- The **Steering Committee on Anti-discrimination, Diversity and Inclusion**²⁸ (CDADI) is an intergovernmental committee of the Council of Europe which was set up by the Committee of Ministers in 2019 as an intergovernmental committee and started work in 2020. Its main role is to steer the Council of Europe's intergovernmental work to promote equality for all and build more inclusive societies that offer effective protection from discrimination and hate, ensure equal participation in political and public life for all without discrimination on any ground, and where diversity is respected.

The CDADI advises the Committee of Ministers on all questions within its mandate, including preventing and combating hate crime, hate speech and discrimination on grounds of "race", colour, language, religion, national/ethnic origin, nationality, sexual orientation, gender identity and expression and sex characteristics.

At the same time, it focuses on fighting antigypsyism and improving the effective participation and inclusion of Roma and Travellers in society; safeguarding the rights of persons belonging to national minorities and the use of regional or minority languages; ensuring equality of rights of LGBTIQ+ persons and promoting intercultural integration.

²⁷ The recommendations made in ECRI's previous reports on Greece (2022 and 2025) are presented in detail in section 1.4 below.

²⁸ <https://www.coe.int/en/web/committee-antidiscrimination-diversity-inclusion/about-us>.

The Committee promotes and facilitates thematic exchanges and peer reviews of experience and good practice among Council of Europe member States, to develop common policy responses to the many challenges related to increasing discrimination and hate taking into account the Reykjavik Declaration, the relevant key findings and challenges set out in the Secretary General's annual reports and contributes to the achievement of, and review progress towards, the UN 2030 Agenda for Sustainable Development.

- Within the European framework of security, democracy and human rights, the **Organization for Security and Co-operation in Europe**²⁹ (OSCE) also plays an important role. The OSCE occupies a distinctive position in the European security architecture and possesses operational capacities on the ground. Through its **Office for Democratic Institutions and Human Rights**³⁰ (ODIHR), the OSCE provides participating States with technical assistance, advisory services and training activities aimed at promoting human rights, equality and inclusion, addressing racism, xenophobia and discrimination, and supporting efforts related to gender equality, the protection of minorities, the prevention of human trafficking, and the functioning of democratic institutions.

1.2.2 European Conventions / Directives / Strategy

This section presents the main European instruments of primary and secondary law, as well as strategic documents and decisions, related to human rights and the fight against racism and intolerance.

1.2.2.1 European Conventions

The **European Convention on Human Rights (ECHR)**, which was signed in 1950, following the establishment of the Council of Europe, provides in Article 14 that: *"The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status."*³¹

The **European Social Charter** of the Council of Europe (**ESC**) of 1961 was ratified by Greece with Law 1426/1984 (A' 32). The Revised European Social Charter, adopted in 1996, was ratified by Greece through Law 4359/2016 (Government Gazette A'5).

Article 15 of the Revised European Social Charter provides for the right of disabled persons to independence, social integration and participation in the life of the community.

The Revised European Social Charter also includes Article E, which sets out, in a non-exhaustive list, the grounds on which discrimination is prohibited, namely: race, colour, sex, language, religion, political or other opinion, national extraction or social origin, health, association with a national minority, birth or other status. These prohibited grounds of

²⁹ <https://www.osce.org/>.

³⁰ <https://www.osce.org/odihr>.

³¹ European Convention on Human Rights, Convention for the Protection of Human Rights and Fundamental Freedoms, Rome, 4.XI.1950.

discrimination combine those included in Article 14 of the European Convention on Human Rights and in the Preamble of the 1961 European Social Charter.

The Revised European Social Charter also includes more specific provisions, such as Article 19, which guarantees the right of migrant workers and their families to protection and assistance, as well as Article 20, which establishes the right to equal opportunities and equal treatment in matters of employment and occupation without discrimination based on sex.

The **Convention on Cybercrime of the Council of Europe**, together with **its Additional Protocol concerning the criminalisation of acts of a racist and xenophobic nature committed through computer systems**, were ratified by Greece through Law 4411/2016. Article 2 of the Protocol defines racist and xenophobic material as *"any written material, any image or any other representation of ideas or theories, which advocates, promotes or incites hatred, discrimination or violence, against any individual or group of individuals, based on race, colour, descent or national or ethnic origin, as well as religion if used as a pretext for any of these factors"*.

The **Treaty on European Union (TEU)**, as amended and currently in force, provides that: *"The Union is founded on the values of respect for human dignity, freedom, democracy, equality, the rule of law and respect for human rights, including the rights of persons belonging to minorities. These values are common to the Member States in a society in which pluralism, non-discrimination, tolerance, justice, solidarity and equality between women and men prevail."*

The **Treaty on the Functioning of the EU (TFEU)**, as amended and currently in force, provides as follows:

- Article 10: *"In defining and implementing its policies and activities, the Union shall aim to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation."*
- Article 19: *"Without prejudice to the other provisions of the Treaties and within the limits of the powers conferred by them upon the Union, the Council, acting unanimously in accordance with a special legislative procedure and after obtaining the consent of the European Parliament, may take appropriate action to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation"*.
- Article 67: *"The Union shall endeavour to ensure a high level of security through measures to prevent and combat crime, racism and xenophobia, and through measures for coordination and cooperation between police and judicial authorities and other competent authorities..."*.

The **Charter of Fundamental Rights of the European Union**³² in the Title on Equality provides for:

- Equality for all before the law.
- The prohibition of discrimination on any ground such as sex, race, colour, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, membership of a national minority, property, birth, disability, age or sexual orientation.
- Respect for cultural, religious and linguistic diversity.
- Equality between women and men.
- The rights of the child, the elderly and the integration of persons with disabilities.

1.2.2.2 European Directives

- **Council Directive 2000/43/EC** of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin, which was transposed into national legislation by Law 4443/2016 (Government Gazette A' 232).
- **Council Directive 2000/78/EC** of 27 November 2000, establishing a general framework for equal treatment in employment and occupation, which was transposed into national legislation by Law 4443/2016 (Government Gazette A' 232). Article 1 of the Directive states that its purpose is to lay down a general framework for combating discrimination on the grounds of religion or belief, disability, age or sexual orientation as regards employment and occupation, with a view to putting into effect in the Member States the principle of equal treatment.
- **Directive 2010/13/EU** of the European Parliament and of the Council of 10 March 2010, on the coordination of certain provisions laid down by law, regulation or administrative action in Member States concerning the provision of audiovisual media services (Audiovisual Media Services Directive), which was transposed into national legislation by Law 4779/2021 (Government Gazette A' 27). Article 6 stipulates that Member States shall ensure by appropriate means that audio visual media services provided by media service providers under their jurisdiction do not contain any incitement to hatred based on race, sex, religion or nationality, whereas Article 7 states that Member States shall encourage media service providers under their jurisdiction to ensure that their services are gradually made accessible to people with a visual or hearing disability.
- **Directive 2012/29/EU** of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA, which was transposed into national legislation by Law 4478/2017 (Government Gazette A' 91).
- **Directive 2014/54/EU** of the European Parliament and of the Council of 16 April 2014 on measures facilitating the exercise of rights conferred on workers in the context of

³² It was officially proclaimed in Nice in December 2000 and became legally binding when the Treaty of Lisbon entered into force in December 2009, acquiring the same legal force as the EU treaties.

freedom of movement for workers, which was transposed into national legislation by Law 4443/2016 (Government Gazette A' 232).

- **Directive 2024/1500/EU** of the European Parliament and of the Council of 14 May 2024 on standards for equality bodies in the field of equal treatment and equal opportunities between women and men in matters of employment and occupation, and amending Directives 2006/54/EC and 2010/41/EU, which, at the stage of completion of the NAPAR 2026-2029, is in the process of being transposed into national legislation. Article 1 states that "*This Directive lays down minimum requirements for the functioning of equality bodies to improve their effectiveness and guarantee their independence in order to strengthen the application of the principle of equal treatment as derived from Directives 2006/54/EC and 2010/41/EU.*"

1.2.2.3 Recommendations of the Council of Europe

- **Recommendation CM/Rec(2010)**³³ of the Committee of Ministers to member States on measures to combat discrimination on grounds of sexual orientation or gender identity. Adopted by the Committee of Ministers on 31 March 2010 at the 1081st meeting of the Ministers' Deputies. The Recommendation constitutes the first instrument of the Committee of Ministers specifically addressing discrimination on the grounds of sexual orientation or gender identity, aiming to strengthen the human rights of LGBT persons. Its central message is that social exclusion should be addressed through measures targeting both victims and the broader public.
- **Recommendation CM/Rec(2019)**³⁴ of the Committee of Ministers to member States on preventing and combating sexism. Adopted by the Committee of Ministers on 27 March 2019 at the 1342nd meeting of the Ministers' Deputies. It is the instrument that contains the first internationally agreed definition of sexism and proposes specific measures, such as legislation and awareness-raising policies, to combat it. It focuses on eliminating sexist behaviours in areas such as language, the media, the justice system, education and the private sector.
- **Recommendation CM/Rec(2022)**³⁵ of the Committee of Ministers to member States on combating hate speech. Adopted by the Committee of Ministers on 20 May 2022 at the 132nd Session of the Committee of Ministers. The Recommendation provides non-binding guidance to member States for a comprehensive approach to addressing hate speech, within the framework of human rights and in line with the case law of the European Court of Human Rights. It covers both the online and offline environment and combines prevention, victim protection and effective response. At the same time,

³³ CM/Rec(2010)5 - Recommendation of the Committee of Ministers of the member states on measures to combat discrimination on grounds of sexual orientation or gender identity. Adopted by the Committee of Ministers on 31 March 2010 at the 1081st meeting of the Ministers' Deputies.

³⁴ CM/Rec(2019)1- Recommendation of the Committee of Ministers of the member States on preventing and combating sexism. Adopted by the Committee of Ministers on 27 March 2019 at the 1342nd meeting of the Ministers' Deputies.

³⁵ CM/Rec(2022)16 - Recommendation of the Committee of Ministers of member States on combating hate speech. Adopted by the Committee of Ministers on 20 May 2022 at the 132nd meeting of the Committee.

it proposes practical tools and guidance for action by public authorities and other relevant stakeholders.

- **Recommendation CM/Rec(2022)**³⁶ of the Committee of Ministers to member States on protecting the rights of migrant, refugee and asylum-seeking women and girls. Adopted by the Committee of Ministers on 20 May 2022 at the 132nd Session of the Committee of Ministers. The Recommendation brings together international standards and policies for the protection of rights and the empowerment of women belonging to migrant populations, recognising the gender inequalities they experience. It promotes gender-sensitive migration, asylum and integration policies, including establishment of specialised support mechanisms.
- **Recommendation CM/Rec(2024)**³⁷ of the Committee of Ministers to member States on combating hate crime. Adopted by the Committee of Ministers on 7 May 2024 at the 1498th meeting of the Ministers' Deputies. The Recommendation calls on States to take measures to prevent hate crimes, to incorporate the hate element of a crime into their national criminal law and to provide specialised support to victims of hate crime. It emphasises on compulsory, continuous and targeted training to police officers on bias indicators and how to unmask the hate element, on combatting impunity, and on the development of data recording systems.
- **Recommendation CM/Rec(2025)**³⁸ of the Committee of Ministers to member States on equal rights for intersex persons. Adopted by the Committee of Ministers on 7 October 2025 at the 1539th meeting of the Ministers' Deputies. The Recommendation constitutes a historic milestone, as it is the first comprehensive international legal instrument dedicated to the human rights of intersex persons. It provides clear guidance to member States for the adoption of legislation and policies prohibiting non-consensual medical interventions and for postponing any interventions on intersex children until they are able to make decisions themselves. At the same time, it promotes equal access to healthcare and the prevention of violence, discrimination and social exclusion in all areas of life. The Recommendation is also accompanied by awareness-raising actions at the European level, aimed at strengthening the visibility of intersex persons and political commitment to their equality.
- **Recommendation CM/Rec(2026)**³⁹ of the Committee of Ministers to member States on equality and artificial intelligence. Adopted by the Committee of Ministers on 4

³⁶ CM/Rec(2022)17 - Recommendation of the Committee of Ministers of member States on the protection of the rights of migrant, refugee and asylum-seeking women and girls. Adopted by the Committee of Ministers on 20 May 2022 at the 132nd meeting of the Committee.

³⁷ CM/Rec(2024)4 - Recommendation of the Committee of Ministers of the member States on combating hate crimes. Adopted by the Committee of Ministers on 7 May 2024 at the 1498th meeting of the Ministers' Deputies.

³⁸ CM/Rec(2025)7 - Recommendation of the Committee of Ministers of the member states on the equal rights of intersex persons. Adopted by the Committee of Ministers on 7 October 2025 at the 1539th meeting of the Ministers' Deputies.

³⁹ CM/Rec(2026)1 - Recommendation of the Committee of Ministers to member States on equality and artificial intelligence. Adopted by the Committee of Ministers on 4 March 2026 at the 1552nd meeting of the Ministers' Deputies)

March 2026 at the 1552nd meeting of the Ministers' Deputies. The Recommendation provides guidance to member States and other stakeholders to promote equality, including gender equality, and prevent and combat discrimination in all activities within the lifecycle of AI systems – from their design, through their use, and at all points up to their retirement. Specific guidance is included on how to ensure that the growing use of AI systems, in all sectors of life, can support and promote equality, including gender equality. The Recommendation includes a focus on transparency and explainability of AI systems and on strengthening procedural safeguards and remedies. The aim is to improve individuals' ability to identify discrimination and to access effective redress when discrimination occurs. This new standard also points to awareness-raising, training and independent oversight and identifies policy fields in which AI may have a particularly acute impact on equality, including gender equality.

1.2.2.4 Other relevant European policy instruments

- Communication from the European Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of Regions, Union of Equality: Anti-Racism Strategy 2026-2030, 20.01.2026⁴⁰.
- Communication from the European Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of Regions, Union of Equality: LGBTIQ+ Equality Strategy 2026-2030, 8.10.2025⁴¹.
- Joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of Regions, European Democracy Shield: Empowering Strong and Resilient Democracies, 12.11.2025⁴².
- The Council of Europe Strategy for Gender Equality 2024-2029, 6 March 2024⁴³.
- Communication from the Commission to the European Parliament and the Council, A Union of Equality: EU Roma strategic framework for equality, inclusion and participation, 7.10.2020⁴⁴.
- Communication from the European Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of Regions, Union of Equality: Strategy for the Rights of Persons with Disabilities 2021-2030, 3.3.2021⁴⁵.

⁴⁰ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52026DC0012>.

⁴¹ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52025DC0725>.

⁴² <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52025JC0791>.

⁴³ <https://search.coe.int/cm?i=0900001680ae569b>.

⁴⁴ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0620>.

⁴⁵ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52021DC0101>.

- Communication from the European Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of Regions, A Union of Equality: Gender Equality Strategy 2020-2025, 5.3.2020⁴⁶.
- Communication from the European Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of Regions, EU Strategy on victims' rights (2020-2025), 24.06.2020⁴⁷.
- Council Framework Decision 2008/913/JHA of 28 November 2008 on combating certain forms and expressions of racism and xenophobia by means of criminal law⁴⁸.
- European Parliament resolution of 25 October 2017 on fundamental rights aspects in Roma integration in the EU: fighting anti-Gypsyism (p. 171 to 183)⁴⁹.
- European Parliament resolution of 10 November 2022 on racial justice, non-discrimination and anti-racism in the EU⁵⁰.

1.2.3 The EU Anti-Racism Strategy 2026-2030

The European Commission, with the recent launch of the new EU Anti-Racism Strategy for the period 2026-2030⁵¹ (January 2026), sets as a central objective the building of a genuine "Union of Equality", drawing on the experience and lessons learned from the first EU anti-racism action plan 2020-2025⁵². As noted in the report on the implementation of the previous framework and on national action plans against racism and discrimination, progress has been recorded in several areas, particularly with regard to recognising the structural nature of racism, adopting an intersectional approach, and integrating anti-racism considerations into key policy areas, such as education, employment and health⁵³.

Despite these developments, the European Commission acknowledges that racism and discrimination remain a persistent reality within the European Union. A significant proportion of citizens consider these phenomena to be widespread, with particularly high levels of perceived discrimination based on skin colour and ethnic or racial origin, especially affecting Roma communities. In this context, the new Strategy strengthens the fight against discrimination, addressing it not only as an obligation to protect fundamental rights, but

⁴⁶<https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0152>.

⁴⁷ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0258>.

⁴⁸ <https://eur-lex.europa.eu/legal-content/EL/TXT/PDF/?uri=CELEX:0913>.

⁴⁹ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52017IP0413>.

⁵⁰ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52022IP0389>.

⁵¹ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions entitled 'Union of Equality: Strategy for Combating Racism 2026-2030', COM(2026) 12 final, Strasbourg, 20.1.2026.

⁵² Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions entitled "A Union of Equality: Gender Equality Strategy 2020-2025", COM/2020/152 final, Brussels, 5.3.2020.

⁵³ Report from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions entitled "Report on the implementation of the EU anti-racism action plan 2020-2025 and on national action plans against racism and discrimination", COM(2024) 419 final, Brussels, 25.9.2024.

also as a key condition for social cohesion, institutional stability and sustainable economic development. The Commission also notes that discrimination deprives the European economy of significant productive potential, with an estimated annual cost that may reach up to €12.7 billion.

A central pillar of the new policy framework is the systematic tackling of structural racism through an explicitly intersectional approach. The Strategy recognises that discrimination can operate cumulatively and reinforce itself over time, manifesting and becoming entrenched throughout the life course and creating persistent barriers to equal opportunities. These dynamics generate adverse social and economic consequences that extend beyond isolated incidents of discriminatory treatment and may be reproduced across generations. To strengthen a common understanding of the phenomenon, the European Commission proposes facilitating the development by Member States of a working definition of structural racism, through the expert group on the national implementation of the EU anti-racism action plan⁵⁴.

The European Commission emphasises that efforts to combat racism must primarily be implemented at the national, regional and local levels. The role of the European Union focuses on supporting Member States through coordination mechanisms, the exchange of experience and mutual learning, notably through policy workshops and the strengthened functioning of the expert group on the national implementation of the EU anti-racism action plan. Through this framework, the exchange of good practices and the organisation of thematic expert discussions are facilitated, with the aim of aligning national policies with the Union's strategic priorities and gradually extending participation to EU candidate countries.

The Strategy also places emphasis on addressing the historical and cultural roots of racism. From 2026, the European Commission plans to implement joint initiatives to strengthen anti-racism education and enhance understanding of the legacies of colonialism and the Holocaust, in cooperation with UNESCO.

The Strategy further highlights the importance of evidence-based policymaking, announcing the forthcoming adoption of a Recommendation to Member States on improving the collection of disaggregated equality data by protected characteristic, in full respect of national legal and constitutional frameworks. To this end, the further development of monitoring tools to track progress towards the "Union of Equality" is envisaged, together with the organisation of a European High-Level Roundtable on Equality Data, bringing together key stakeholders to promote the collection and use of equality data in accordance with national legal frameworks.

In addition, the European Union Agency for Fundamental Rights (FRA) will conduct the fourth survey on immigrants and their descendants, as well as a survey on the situation of

⁵⁴ It consists of experts from Member States, representatives of the EU Agency for Fundamental Rights (FRA) and civil society. It reports to the High-level Group on non-discrimination, equality, and diversity and the High-level Group on combating hate crime and hate speech, while according to the new EU Strategy for Combating Racism 2026-2030, its mandate is due to be reviewed and strengthened.

Roma communities, while the Commission will strengthen data collection by publishing a new Eurobarometer on discrimination in 2027.

In the field of legal safeguards and security, the Strategy adapts to the challenges of the digital age, placing particular emphasis on Artificial Intelligence (AI) and the risk of reproducing racial bias through algorithmic systems. The policy framework builds on the existing EU regulatory framework, including Regulation (EU) 2024/1689 of the European Parliament and of the Council of 13 June 2024 laying down harmonised rules on artificial intelligence (the EU AI Act⁵⁵), which explicitly prohibits high-risk practices that are contrary to the values of the European Union. The Commission has also committed to issuing relevant implementation guidelines⁵⁶. At the same time, the framework for combating online hate speech is strengthened through Regulation (EU) 2022/2065 of the European Parliament and of the Council on a Single Market for Digital Services (Digital Services Act⁵⁷). In addition, the Strategy foresees the development of a compendium of good practices for preventing discriminatory profiling practices by law enforcement authorities.

At the same time, the Strategy expands its scope to key areas of social policy, such as housing, health and employment, promoting targeted actions aimed at addressing structural inequalities. More specifically, in the field of housing, the Commission will carry out a dedicated study on discrimination in access to housing and, as a deliverable under the European Affordable Housing Plan⁵⁸, will submit a proposal for a Council Recommendation on tackling housing exclusion. In the field of health, actions aimed at eliminating racial bias and improving data collection will be supported through the EU4Health programme, with particular attention to the gender dimension. With regard to employment, the Commission will continue to cooperate with the EU Platform of Diversity Charters in order to promote inclusive recruitment practices.

To support the implementation of these objectives, the European Commission proposes a significant strengthening of financial instruments. Within the framework of the next Multiannual Financial Framework (MFF) 2028-2034 of the European Union, it proposes:

- the creation of the new AgoraEU programme, with a budget of €3.6 billion for the "Democracy, Citizens, Equality, Rights and Values" (CERV+) strand, more than doubling the budget of the CERV Programme;

⁵⁵ Regulation (EU) 2024/1689 of the European Parliament and of the Council laying down harmonised rules on artificial intelligence and amending Regulations (EC) No 300/2008, (EU) No 167/2013, (EU) No 168/2013, (EU) 2018/858, (EU) 2018/1139 and (EU) 2019/2144 and Directives 2014/90/EU, (EU) 2016/797 and (EU) 2020/1828 (Artificial Intelligence Act).

⁵⁶ For more detailed documentation of the challenges of implementing the AI Regulation (AI Act), in particular with regard to the assessment of risks to fundamental rights, the prevention of indirect, systemic or algorithmically generated discrimination, and the need to provide clear and enforceable guidelines to providers and users of AI systems, see also the report by the European Union Agency for Fundamental Rights (FRA), *'Assessing High-risk Artificial Intelligence: Fundamental Rights Risks'*, Vienna, 2025.

⁵⁷ Regulation (EU) 2022/2065 of the European Parliament and of the Council of 19 October 2022 on a Single Market For Digital Services and amending Directive 2000/31/EC (Digital Services Act).

⁵⁸ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions entitled: 'The European Affordable Housing Plan', COM(2025) 1025 final, Strasbourg, 16.12.2025.

- that National and Regional Partnership Plans incorporate robust safeguards to ensure compliance with the Rule of Law and the effective application of the Charter of Fundamental Rights. The Member States and the Commission will need to take appropriate steps to prevent any discrimination based on racial or ethnic origin during the preparation, implementation, monitoring, reporting and evaluation of the Plans.

The European Commission itself commits to leading by example, applying a zero-tolerance policy toward all forms of discriminatory behaviour within its institutions and strengthening diversity within its workforce.

The European Commission's Coordinator on combating racism will continue playing a central role in the work on combating all forms of racism⁵⁹. Reporting to the responsible Commissioner (Commissioner for Democracy, Justice, the Rule of Law and Consumer Protection), the Coordinator leads the work on mainstreaming the anti-racism dimension across all EU policies, chairs the European Commission expert group on combating racism (which brings together experts from Member States responsible for preventing and addressing racism, as well as international and academic experts), and ensures cooperation with civil society.

At the same time, the Coordinator will work closely with the Coordinator on combating anti-Muslim hatred, the Coordinator on combating antisemitism and fostering Jewish life, the Coordinator for victims' rights, and the EU Youth Coordinator, with the aim of strengthening the coherence of European policies against racism, ensuring operational coordination of thematic interventions, and promoting the consistent implementation of anti-racism priorities across all levels of policymaking.

1.3 National framework in the field of human rights and non-discrimination

This section presents the national framework for the protection of human rights and the fight against discrimination, as shaped by the Constitution, the relevant legislation and the competent institutions. It outlines the main actors involved and the key mechanisms for implementation, coordination and accountability that support the implementation of the NAPAR 2026-2029.

1.3.1 Key stakeholders

The ecosystem for combating racism and intolerance in Greece constitutes a complex, multi-level and cross-sectoral network of actors, operating in a complementary manner with the aim of preventing, addressing and monitoring all forms of discrimination. At the heart of this ecosystem is the **National Council against Racism and Intolerance (NCRI)**⁶⁰, the key institutional body responsible for the design and coordination of national anti-racism policy.

⁵⁹ Michaela Moua, the first Coordinator for Combating Racism, has held this position since 2021.

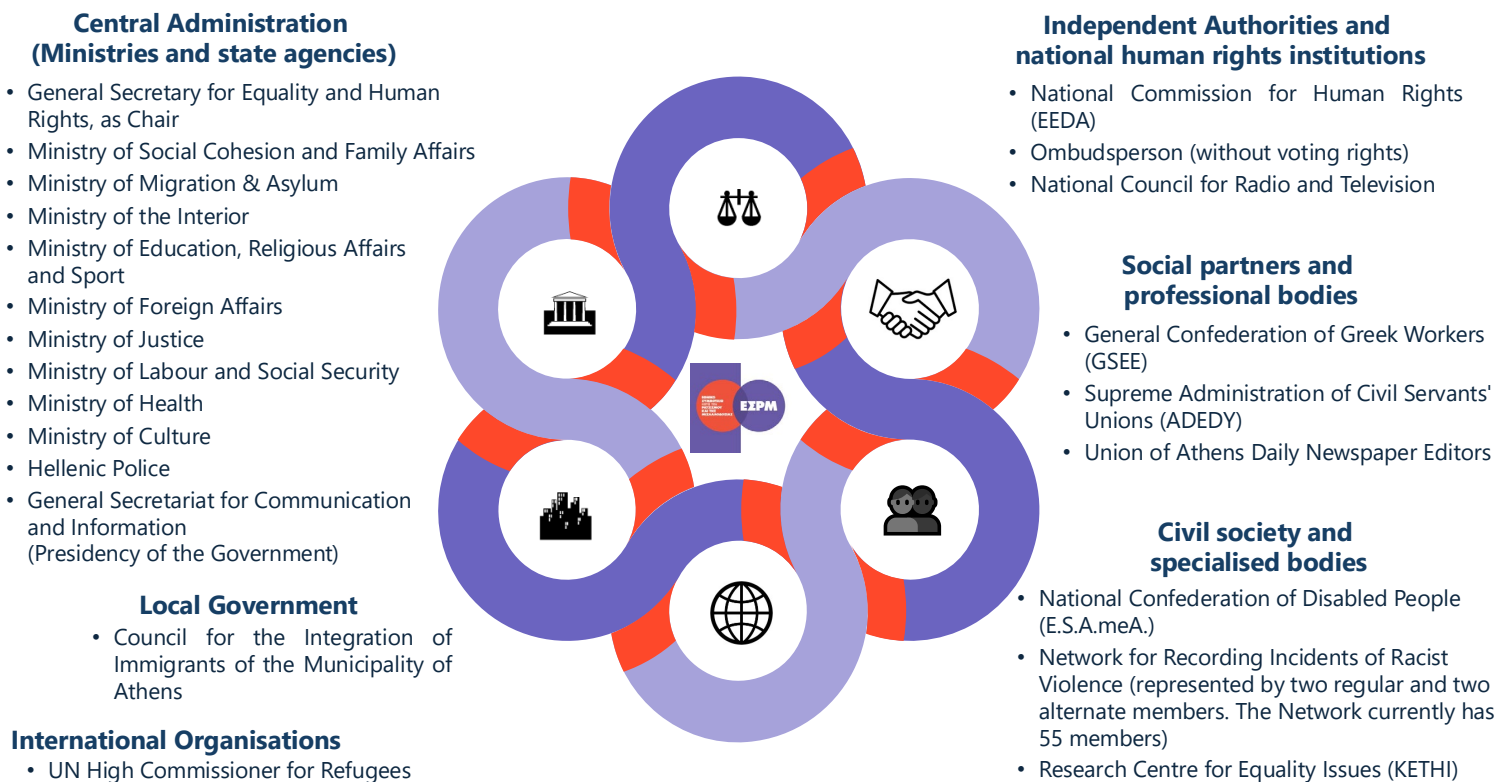
⁶⁰ The National Council against Racism and Intolerance was established by Law 4356/2015 (Government Gazette A' 181).

The responsibilities of the Council are explicitly defined in the legislative framework. The NCRI is responsible for the design of policies, the prevention and combating of racism, overseeing the implementation of legislation and its compliance with international and European law, coordinating the actors involved, preparing studies and guidelines, and monitoring and updating the National Action Plan in line with the evolving needs of society.

Through the mapping of actors involved in issues related to human rights, discrimination and racism at the national level, it emerged that the composition of the NCRI should include ministries, the national human rights institution, independent authorities, social partners, civil society organisations, representative bodies, etc.

This composition reflects the interministerial and cross-sectoral nature of anti-racism and anti-discrimination policies and supports the coordination of the actors involved, the exchange of expertise, and the development of coherent public policies for the prevention and combating of racism and intolerance.

Figure 2: Composition of the National Council against Racism and Intolerance (NCRI)



1.3.2 Legislative, institutional and operational measures

At the national level, equality, the prohibition of discrimination and the protection of human rights are enshrined in the constitution and in legislation. In recent years, there has been a continuous enrichment of the legislative arsenal in the field of preventing and combating racism and ensuring equality, influenced in part by international and European requirements.

Firstly, the country's **Constitution**:

- Article 2 enshrines respect for and protection of human dignity as the primary obligation of the State. Article 4 (1) establishes the principle of equality before the law, while paragraph 2 introduces a qualitatively distinct form of equality in relation to the general principle, as it does not merely provide for equality before the law but guarantees equal rights and obligations between men and women.
- Article 5 (2) guarantees the absolute protection of the life, honour and liberty of all persons present within Greek territory, without discrimination based on nationality, race, language, or religious or political beliefs, subject to the exceptions provided for under international law.
- Article 13 guarantees freedom of religion, while Article 14 protects freedom of expression and freedom of the press.
- Article 15(2) establishes the obligation of state radio and television to demonstrate respect for human dignity.
- Article 28(1) provides that the generally recognised rules of international law and international conventions, once ratified by law and brought into force, constitute an integral part of Greek national law and prevail over any contrary provision of law, while their application to foreign nationals is subject to the condition of reciprocity.
- Article 116(2) provides that the adoption of positive measures aimed at promoting equality between men and women does not constitute discrimination on grounds of sex, and that the State shall take measures to eliminate inequalities that exist in practice, particularly those affecting women.

Law 927/1979 (as amended and currently in force):

- It provides for the **criminalisation of public incitement to acts of hatred (including hate speech)** when any person *"intentionally, publicly, orally or through the press, via the internet or by any other means or method, incites, provokes, stimulates or encourages acts or activities capable of provoking discrimination, hatred or violence against a person or group of persons identified on the basis of race, colour, religion, descent, national or ethnic origin, sexual orientation, gender identity, sex characteristics or disability, in a manner that endangers public order or entails a threat to the life, liberty or physical integrity of the above persons"* (Article 1).
- It provides for the **criminalisation of the public approval or denial of humanitarian crimes** when any person *"intentionally, publicly, orally or through the press, via the internet or by any other means or method, approves, trivialises or maliciously denies the existence or seriousness of crimes of genocide, war crimes, crimes against humanity, the Holocaust and the crimes of Nazism that have been recognised by decisions of international courts or by the Hellenic Parliament, and such conduct is directed against*

a group of persons or a member thereof identified on the basis of race, colour, religion, descent, national or ethnic origin, sexual orientation, gender identity, sex characteristics or disability, where such conduct is manifested in a manner capable of inciting violence or hatred or is threatening or abusive towards such a group or a member thereof" (Article 2).

- It provides for **more severe penalties in cases where hate speech and/or the public approval or denial of officially recognised humanitarian crimes are committed by public officials or civil servants** in the exercise of their duties.
- It provides for **administrative sanctions imposed on legal persons or associations of persons** when hate speech and/or the public approval or denial of officially recognised humanitarian crimes are committed for their benefit or on their behalf by a natural person acting either individually or as a member of their governing body and representing them in any capacity (Article 4). According to paragraph 5, *"if the act was committed during a radio or television broadcast, the sanctions provided for in this Article shall be imposed by the National Council for Radio and Television, to which the case file is transmitted by the Minister of Justice."*
- **Hate speech**, as described in Article 1, and the **public approval or denial of officially recognised humanitarian crimes**, as described in Article 2, as well as offences committed as a consequence thereof, **are prosecuted ex officio**.

The **Penal Code** (as amended and currently in force):

- It provides for enhanced penalties for **offences with racist characteristics**, as well as for **offences committed against minors or vulnerable persons**, as introduced through the recent amendment of Article 82A of the Criminal Code by Law 5090/2024. According to Article 82A: *"If a criminal offence has been committed against a victim selected on the basis of characteristics such as race, colour, national or ethnic origin, descent, religion, disability, sexual orientation, gender identity or sex characteristics, the sentencing framework shall be adjusted as follows: (a) in the case of a misdemeanour punishable by imprisonment of up to one (1) year, the minimum sentence shall be increased by six (6) months; in other cases of misdemeanours, the minimum sentence shall be increased by one (1) year; (b) in the case of a felony, the minimum sentence shall be increased by two (2) years. The above sentencing framework shall also apply where an intentional offence is committed against a minor or a person unable to defend themselves, unless a more severe penalty is provided by another provision."*
- It provides for enhanced penalties for **public incitement to commit offences, acts of violence or discord when such acts have racist characteristics**: *"1. Any person who publicly, by any means or through the internet, incites or provokes the commission of a misdemeanour or felony and thereby endangers public order shall be punished with imprisonment of up to one year or a fine. 2. The act described in the previous paragraph shall be punished with imprisonment of up to three years or a fine where it involves incitement to acts of violence against a group or person identified on the basis of race, colour, national or ethnic origin, descent, religion, disability, sexual orientation, gender identity or sex characteristics. In this case, Article 82A shall not apply. 3. The acts described in the previous paragraphs shall be punishable by imprisonment if they directly result in the commission of criminal offences."* (Article 184 PC).

- It criminalises **torture, with explicit reference to torture committed with racist motives**: "1. A public official or member of the armed forces whose duties include the prosecution, investigation or examination of criminal offences or disciplinary breaches, or the execution of sentences or the custody or supervision of detainees, shall be punished with imprisonment of up to ten years if, in the course of performing these duties, they subject a person under their authority to torture for the purpose of: (a) extracting a confession, testimony, information or statement, including the renunciation or acceptance of a political or other ideology; (b) punishing the person; or (c) intimidating that person or third parties. The same penalty applies to a public official or member of the armed forces who, acting on the orders of a superior or on their own initiative, usurps such duties and commits the acts described above. 2. The same penalty shall apply where torture is committed by the persons and under the circumstances described above even without the purposes mentioned, if the victim was selected on the basis of race, colour, national or ethnic origin, descent, religion, disability, sexual orientation, gender identity or sex characteristics. In this case, Article 82A shall not apply." (Article 137A PC).
- It also criminalises the **desecration of symbols or places of particular national or religious significance** (Article 191A PC), as well as the **disturbance of religious gatherings** (Article 200 PC).

In addition, in the field of the protection of victims and witnesses of crimes with racist characteristics:

- Article 134(1) of Law **5038/2023** provides for the possibility of granting a residence permit on a case-by-case (ad hoc) basis for humanitarian reasons, by decision of the Minister of Migration and Asylum, to victims and key witnesses of crimes with racist characteristics, as well as other criminal offences, who are third-country nationals residing in Greece.
- Article 25(1)(f) of **Law 5226/2025** prohibits the return of a foreign national who is a victim or key witness of a crime with racist characteristics (82A of the Penal Code) or of hate speech (Law 927/1979) and who appears before the competent police authorities to file a complaint or report the incident.
- **Law 4478/2017** (Part IV), as amended and currently in force, transposes the provisions of Directive 2012/29/EU establishing minimum standards on the rights, support and protection of victims of crime and constitutes a key instrument for strengthening the protective framework for victims of crimes with racist characteristics.

Furthermore, through a series of legislative provisions currently in force, and their continuous development, legislative, institutional and operational measures have been established to prevent and address racism and intolerance in Greece and to strengthen equality for specific groups that are more frequently affected.

In this context, **Law 4356/2015**⁶¹, as amended and currently in force, established the NCRI as a collective advisory body, which now operates under the General Secretariat for Equality and Human Rights. By law, the NCRI has the following responsibilities:

⁶¹ Chapter Two, Articles 15 et seq.

- Designing policies for the prevention and combating of racism and intolerance, with the aim of ensuring the protection of individuals and groups targeted on the basis of race, colour, national or ethnic origin, descent, social origin, religious or other beliefs, disability, sexual orientation, gender identity or sex characteristics.
- Overseeing the implementation of legislation against racism and intolerance and ensuring its compliance with international and European law.
- Promoting and coordinating the actions of the relevant stakeholders in order to address the phenomenon more effectively, as well as strengthening cooperation with civil society in these areas.

The vast majority of the main stakeholders identified in section 1.3.1 of this document, are members of the NCRI, while the inclusion of the remaining actors is expected in the near future.

By the same law (**Law 4356/2015**), as amended and currently in force:

- Articles 1-14 extended civil partnership (**cohabitation agreements**) **to same-sex couples**, thereby eliminating the discrimination introduced by the previous legislation, which had led to the condemnation of Greece by the European Court of Human Rights (Vallianatos et al. v Greece).
- Article 68 **repealed Article 347** of the Criminal Code, which concerned “unnatural indecency between males” and had provided for a penalty of imprisonment of at least three months for acts committed: (a) through the abuse of a relationship of dependency arising from any form of service, (b) by an adult through seduction of a person under the age of seventeen, through profiteering. The repeal of this provision resulted in the elimination of a clear instance of direct discrimination between same-sex and opposite-sex relationships, since the abolished article applied exclusively to same-sex relations and set a different age threshold for seduction, while other provisions of a general nature already regulated such matters regardless of whether the relationship concerned persons of the same or different sex.

Moreover, **Law 4443/2016** (as amended and currently in force)⁶²:

- (Part A) **transposed into the Greek legal order the following EU Directives**: Directive **2000/43/EC** implementing the principle of equal treatment between persons irrespective of racial or ethnic origin; **Directive 2000/78/EC** establishing a general framework for equal treatment in employment and occupation; and **Directive 2014/54/EU** on measures facilitating the exercise of rights conferred on workers in the context of freedom of movement for workers.
- (Part D) designated the **Greek Ombudsperson** as the **National Mechanism for the Investigation of Arbitrary Incidents (EMIDIPA)** within the security forces. In particular, the statutory mandate of the Mechanism includes the collection, registration, assessment, investigation or further referral, for the purposes of disciplinary proceedings before the competent services, of complaints concerning acts

⁶² The relevant provisions of Articles 1-21 of Law 4443/2016 have been included in Articles 16-33 and 55 of the Labour Code (Presidential Decree 62/2025, A' 121).

committed by uniformed personnel of the Hellenic Police, the Hellenic Coast Guard, the Fire Service, as well as staff of detention facilities, where such acts occurred in the course of the exercise of their duties or through the abuse of their official capacity.

Furthermore, Article 32 of **Law 4452/2017 repealed the provision on "physical integrity"** as a requirement for admission to Higher Schools of Dramatic Arts, as previously stipulated in the third subparagraph of point (c) of paragraph 1 of Article 8 of Presidential Decree 370/1983.

Law 4488/2017 (Part D), as amended and currently in force, established a general **regulatory framework implementing provisions of the UN Convention on the Rights of Persons with Disabilities and its Optional Protocol**⁶³, with the aim of removing barriers that hinder the full and equal participation of persons with disabilities in the social, economic and political life of the country.

According to Article 61 (1) of Law 4488/2017, *"Every natural person or legal entity under public or private law is obliged to ensure the equal exercise of the rights of persons with disabilities within the scope of their competences or activities, by taking all appropriate measures and refraining from any act or practice that may adversely affect the exercise of those rights.*

In particular, they are obliged to:

- a) remove existing barriers of any kind;*
- b) adhere to the principles of universal design in every field of their competence or activity, in order to ensure accessibility of infrastructures, services and goods provided to persons with disabilities;*
- c) provide, where required in a specific case, reasonable accommodation in the form of individualised and appropriate modifications, adjustments and appropriate measures, without imposing a disproportionate or undue burden,*
- d) refrain from practices, criteria, customs or behaviours that result in discrimination against persons with disabilities;*
- e) promote, through positive measures, the equal participation and exercise of rights of persons with disabilities within the field of their competence or activity."*

Law 4491/2017, as amended and currently in force, legally established the **right to the recognition of gender identity** as an element of every person's personality, as well as the right to respect for an individual's personality based on their sex characteristics (Article 1). Article 2 introduced legal definitions of gender identity and sex characteristics, while Article 3(1) stipulates that: *"In the event of a discrepancy between gender identity and the registered sex, a person may request the correction of their registered sex so that it corresponds to their will, their personal sense of their body and their external appearance."*

In the field of gender equality, particular importance is also attached to the provisions introduced by **Law 4604/2019**, as amended and currently in force, concerning the

⁶³ They were ratified by Greece through Law 4074/2012 (Article 1).

promotion of substantive gender equality and the prevention and combating of gender-based violence.

In addition, **Law 4779/2021** (Part A), as amended and currently in force, transposed into national legislation Directive (EU) 2010/13 on **audiovisual media services**:

- Article 8 stipulates that "*Audiovisual media services shall not contain any incitement to violence or hatred against a group of persons or a member of a group identified on the basis of race, colour, national or ethnic origin, descent, religion, disability, sexual orientation, gender identity or sex characteristics.*".
- Article 10(1) stipulates that "*Media service providers shall continuously and progressively increase the accessibility of their services to persons with disabilities. Accessibility to services shall be achieved, in particular, through the subtitling of programmes, the use of sign language, audio description and spoken subtitling.*"
- Article 11 provides that "*By decree, issued on the proposal of the Minister responsible for the General Secretariat for Communication and Information, following an opinion of the National Council for Radio and Television, measures may be adopted to ensure the appropriate prominence of audiovisual media services of general interest, particularly services that promote pluralism, freedom of expression and cultural diversity.*"
- According to Article 14(2), "*Audiovisual commercial communications shall be prohibited from: (a) violating human dignity; (b) introducing or promoting discrimination, particularly on grounds of sex, racial or ethnic origin, nationality, religion or belief, disability, illness, age or sexual orientation...*".

Subsequently, **Law 4780/2021** (Part B), as amended and currently in force, upgraded the role and functioning of the **Greek National Commission for Human Rights (GNCHR)**⁶⁴. Through this amendment, the GNCHR was granted legal personality, functional independence, and administrative and financial autonomy (Article 10(3) and Article 17).

The GNCHR is a collective state body with broad competence for the protection and promotion of all rights in Greece. It is composed of 20 human rights experts, appointed by independent authorities, trade unions, bar associations, human rights organisations, higher education institutions and research institutions. Among other responsibilities, the GNCHR has the specific mandate to "*e) monitor and provide opinions to the State on the maintenance of a reliable and effective system for recording incidents of discrimination, racism and intolerance*" (Article 12). Since 2011, the NCHR has also established and operates the **Racist Violence Recording Network (RVRN)** in cooperation with the Office of the United Nations High Commissioner for Refugees (UNHCR) in Greece and civil society organisations.

⁶⁴ The GNCHR was established by Law 2667/1998 as the independent advisory body of the State in accordance with the Paris Principles, adopted by the UN General Assembly in its Resolution 48/134: "*National Institutions for the Promotion and Protection of Human Rights*" (NIPHR) of 20 December 1993. It constitutes the national institution for the protection and promotion of human rights in the country. Since 2001, the GNCHR has consistently held A accreditation (full compliance with the Paris Principles), which has been awarded to it by the competent international Accreditation Subcommittee of GANHRI, operating under the auspices of and in cooperation with the Office of the UN High Commissioner for Human Rights.

With regard to the framework governing the **organisation and operation of Higher Education Institutions** (HEIs), **Law 4957/2022**, as amended and currently in force:

- Recognises the principles of equal treatment between genders, non-discrimination, and universal design in every area of competence or activity of HEIs as fundamental principles that must guide their organisation and operation. These principles aim to ensure, for teaching staff, administrative and other personnel, as well as students with disabilities and special educational needs, the accessibility of infrastructure, services-both physical and digital-equipment and educational materials (Article 3(5)).
- Provides for the establishment of a Gender Equality and Anti-Discrimination Committee in each HEI, functioning as an advisory body to the institution and its governing authorities. According to Article 218(1): *"The mission of the Committee is to promote gender equality and combat discrimination based on gender, racial or ethnic origin, religion or belief, health status/disability, age or sexual orientation at all levels of operation and across all procedures and activities of academic life. The Committee contributes to the prevention and addressing of all forms of discrimination, as well as to the prevention and combating of sexism, sexual harassment and any form of harassing behaviour within the institution."*

Additionally, **Law 4958/2022**, as amended and in force, in Part C regarding the "**change of sex characteristics of intersex minors**", sets stricter conditions for performing non-therapeutic surgeries on intersex children under the age of 15, who may undergo such medical practices only after permission is granted by a decision of the local Magistrate's Court⁶⁵ of the minor's place of residence. An intersex child who has reached the age of 15 may undergo medical practices and treatments for the total or partial change of their sex characteristics, only with the free and informed consent of the child in question and of the persons exercising parental responsibility or custody over them, and in accordance with the specific conditions provided by the relevant legislation (Article 17).

Law 4960/2022, as amended and currently in force:

- (Parts A and B) Reforms the national guardianship system for unaccompanied **minors** and regulates the framework for their accommodation.
- (Part D - Article 49) establishes the **position of Fundamental Rights Officer** at the Ministry of Migration and Asylum. The Fundamental Rights Officer has the duty to handle and examine, at a preliminary stage, complaints for alleged violations of human rights during access to territory and/or reception and/or asylum procedures in Greece. The Fundamental Rights Officer transfers the complaints, if declared admissible, to the National Transparency Authority or to competent authorities in accordance with the applicable legislation and he is kept informed of the progress of the complaints. According to the available information from the Ministry of Migration and Asylum, the Fundamental Rights Complaints Mechanism has been operational since 26 September

⁶⁵ In the context of the judicial map reform with legislative amendments (e.g., Law 5108/2024 and Law 5151/2024), the individual Magistrate's Courts were abolished as separate judicial formations and their functions are integrated into Courts of First Instance with regional or parallel jurisdiction.

2023 and is also accessible online via the link: <https://migration.gov.gr/fro-complaints/>.

- (Part D - Article 50) establishes within the Ministry of Migration and Asylum a **Special Committee for Compliance with Fundamental Rights**, responsible for monitoring procedures and the implementation of national, EU and international legislation in the fields of border protection and the granting of international protection. The Committee is informed by the Fundamental Rights Officer about complaints submitted through the Fundamental Rights Complaint Mechanism and makes every effort to ensure that all complaints deemed admissible for investigation, concerning possible violations of fundamental rights, are thoroughly examined by the competent authority in each case, in accordance with the applicable legislation (Joint Ministerial Decision 329937/2023, Government Gazette B' 4147/23.06.2023).

Law 5023/2023, as amended and currently in force, aims to **promote the full participation of persons with disabilities or chronic disease** in the social and economic life of the country. It does so by establishing the general principle of equal treatment, removing demeaning and stereotypical terminology referring to persons with disabilities in key legislative instruments, aligning national legislation with the Convention on the Rights of Persons with Disabilities (ratified by Law 4074/2012), and ensuring direct and effective access to justice for persons with disabilities. More specifically, the scope of the law includes:

- Amending Law 4443/2016 by extending the general principle of equal treatment for persons with disabilities or chronic disease beyond the field of employment and occupation, to include to social protection, social benefits, education, and access to and the provision of goods and services available to the public.
- Updating the terminology in the Civil Code, the Code of Civil Procedure, the Penal Code, the Code of Criminal Procedure, the Code of Administrative Procedure, the Notaries Code and Law 4478/2017.
- Introducing a specific provision in the Code of Organisation of Courts and the Status of Judicial Officers (Law 4938/202) for the designation of a court officer responsible for accessibility issues concerning persons with disabilities in courts and judicial services, as well as the direct inclusion of persons with disabilities among the beneficiaries of legal aid.

Law 5029/2023 (Part B), as amended and currently in force:

- Article 1(1): Aims, through its provisions, to **prevent and address school violence and bullying** in primary and secondary education.
- Article 4: Defines school violence and bullying as including insults, discrimination or harassment on the basis of religious beliefs, ethnic origin, race, gender, sexual orientation, gender identity, gender expression or sex characteristics, disability, health status, or the student's physical or other actual condition. In addition to students, the law also covers forms of violence and behaviours directed at teachers and other members of the educational community.

- Article 6: Provides for the creation and operation of a dedicated digital platform for the submission of reports by students and/or parents or guardians. The platform is accessible at: <https://stop-bullying.gov.gr/>.

In addition, following the recognition of the right to enter into a civil partnership regardless of gender through Law 4356/2015, **Law 5089/2024**, as amended and currently in force, recently established the **right to enter into civil marriage for persons of the same sex**, ensuring the principle of equality in civil marriage. The law was adopted in line with the National Strategy for LGBTIQ+ Equality and extends to same-sex spouses and parents the protections granted to spouses under labour law, social security law and civil service law.

Within the framework of **Law 5187/2025**, as amended and currently in force, concerning the restructuring of the Hellenic Police, the **Directorate of Social Policing** was established. This Directorate is responsible for the design and implementation of actions aimed at preventing and addressing racism and intolerance, school bullying, all forms of interpersonal violence, particularly domestic and gender-based violence, as well as sexual harassment and abuse. It is also tasked with the planning and implementation of initiatives for the protection of human rights, the protection of minors, the rights of persons with disabilities and other vulnerable groups, as well as the support of victims and the prevention of their secondary victimisation (Article 25).

Furthermore, given the active role and significant impact of the media on issues of racism and intolerance, particularly due to their immediacy and direct interaction with citizens, the legislative framework against discrimination governing broadcasting and journalistic ethics is briefly presented below.

Recently, **Law 5253/2025** was adopted, entitled: "Modernisation of the legal framework governing the organisation and operation of the 'Hellenic Broadcasting Corporation S.A. (ERT S.A.)' and strengthening of its public service character and competitiveness in the media market – Measures for the implementation of Regulation (EU) 2024/1083 of the European Parliament and of the Council of 11 April 2024 establishing a common framework for media services in the internal market and amending Directive 2010/13/EU (European Media Freedom Act)". Within the context of the NAPAR, particular relevance is attributed to Article 37, concerning the Hellenic Media Council, and Article 39, concerning the National Strategy for Media Literacy. Article 42 of the law provides the enabling provisions for the implementation of Articles 37 and 39.

In addition to the aforementioned Law 4779/2021, which transposed Directive (EU) 2010/13 on audiovisual media services into national law, the following legislative provisions had already been in force within the national legal framework:

- **Law 2328/1995**, as amended and currently in force, concerning the legal framework governing private television and local radio broadcasting, provides that: *"The programmes of ERT S.A. and of private television stations must not include any incitement to hatred on the grounds of race, gender, religion or nationality"* (Article 3(14a)).

- **The Code of Ethics for News and Other Journalistic and Political Programmes** (Presidential Decree 77/2003) provides that: *"1. The presentation of persons in a manner which, under the specific circumstances, may encourage their humiliation, social exclusion or adverse discrimination by the public, particularly on the basis of gender, race, nationality, language, religion, ideology, age, illness or disability, sexual orientation or profession, is not permitted. 2. The broadcasting of degrading, racist, xenophobic or sexist messages and characterisations, as well as intolerant views, is not permitted; ethnic and religious minorities and other vulnerable or disadvantaged population groups must not be offended."* (Article 4).
- **The Code of Professional Ethics and Social Responsibility of Journalists who are members of the Journalists' Union of Athens Daily Newspapers** states that: *"Journalists have the right and the duty to treat citizens equally, without discrimination on the grounds of national origin, gender, race, religion, political beliefs, economic status or social position"* (Article 2(a)). *"Journalists have the right and the duty to respect the protection afforded by international conventions to minors and to persons with special needs and serious health problems"* (Article 2(d)). *"Journalists have the right and the duty neither to exercise nor to accept any form of discrimination related to the gender or professional age of their colleagues"* (Article 4(c)).
- **Law 4488/2017** provides in Article 67 that: *"Public and private media outlets, both print and electronic, shall promote the consolidation and respect of the principle of non-discrimination. For this purpose, the National Council for Radio and Television (NCRTV), in the Codes of Conduct for News Programmes, Advertising and Entertainment Programmes that it adopts, shall include provisions aimed at implementing the principle of non-discrimination on the grounds of disability, fostering pluralistic dialogue on issues concerning persons with disabilities, and promoting substantive equality between persons with and without disabilities."*

Finally, due to the substantial contribution of public sector employees to the prevention and combating of racism and intolerance, either through their direct contact with citizens particularly victims, or through the design, monitoring and implementation of relevant policies actions, the legal framework governing the conduct of public officials in relation to racism and the prohibition of discrimination is briefly outlined below.

- **The Civil Service Code** (Law 3528/2007), as amended and currently in force, prohibits public officials, in the exercise of their duties, from using gender-discriminatory language, engaging in discrimination in favour of or against citizens on the basis of their political, philosophical or religious beliefs, and violating the principle of equal treatment and the prohibition of discrimination. Such conduct may constitute disciplinary offences (Article 27(3), Article 107(1)(ia) and Article 107(1)(z)).
- The **Code of Conduct for Police Officers** (Presidential Decree 254/2004) establishes the framework of principles that police officers are required to apply, particularly given that in the exercise of their duties they often come into direct contact with victims or members of groups that are frequently targeted by racist behaviour and discrimination. For this reason, the Code calls on police officers to avoid prejudice, to show particular care in protecting vulnerable social groups, including children, women,

older persons, persons with disabilities, refugees and members of groups with protected characteristics, to protect victims and witnesses during the preliminary investigation, and to minimise their secondary victimisation.

- **Circular Order** 7100/25/14-d of 8 November 2014 provides that police officers must examine the possible existence of a racist motive, particularly when: the alleged perpetrators admit such a motive; the victims or witnesses claim that the offence had a racist motive; indications exist on the basis of evidence admissible under the Code of Criminal Procedure; or the alleged perpetrators and the victims self-identify as belonging to, or are perceived to belong to, different racial, religious or social groups.

The main bodies, mechanisms and tools available to the State for combating racism and intolerance are the following:

- The National Commission for Human Rights⁶⁶.
- The Special Permanent Committee on Equality, Youth and Human Rights of the Hellenic Parliament⁶⁷, within which a Subcommittee on issues of persons with disabilities operates.
- The National Council against Racism and Intolerance (NCRI).
- The Advisory Committee for the Social Inclusion of Roma, operating within the framework of the National Strategy for the Social Inclusion of Roma 2021-2030.
- The Offices and Units for combating racist violence of the Hellenic Police.
- The Social Policing Directorate at the headquarters of the Hellenic Police⁶⁸.
- 11414: the Hellenic Police Racist Violence Hotline, which operates 24 hours a day, ensuring anonymity and confidentiality of communication.
- The online communication and complaint form available on the Hellenic Police website⁶⁹.
- Special Prosecutors for racist crimes.
- The Greek Ombudsperson, particularly in its capacity as the body responsible for monitoring and promoting the implementation of the principle of equal treatment, as well as the National Mechanism for the Investigation of Arbitrary Incidents (EMIDIPA).
- The Complaints Mechanism of the Fundamental Rights Officer of the Ministry of Migration and Asylum for violations of the fundamental rights of third-country nationals⁷⁰, as provided for in Law 4960/2022, Part D, Article 49.
- The National Referral Mechanism for the protection of victims of human trafficking (NRM)⁷¹.
- The "stop-bullying" digital platform of the Ministry of Education, Religious Affairs and Sports⁷².
- The Integrity Advisor.
- Regional and Municipal Gender Equality Committees.

⁶⁶ <https://www.nchr.gr/en/gnchr-as-a-nhri.html>.

⁶⁷ Special Permanent Committee on Equality, Youth and Human Rights, Hellenic Parliament.

⁶⁸ See Article 25 of Law 5187/2025.

⁶⁹ <https://www.astynomia.gr/hellenic-police-services-against-racist-violence/contact/complaints-regarding-racial-incidents/?lang=en>.

⁷⁰ <https://migration.gov.gr/en/fro-complaints/>.

⁷¹ <https://emaplatform.gov.gr/signup>.

⁷² <https://stop-bullying.gov.gr/>.

- Gender Equality and Anti-Discrimination Committees within Higher Education Institutions⁷³.
- Migrant and Refugee Integration Councils at the municipal level⁷⁴.
- Branches for the social integration of migrants and Roma within the Municipal Community Centres The project "Observatory on Disability Issues" implemented by the National Confederation of Disabled People (NCDP)⁷⁵.
- The project "Operation of the Observatory for the Protection of the Human Rights of Roma and Empowerment of Local Communities and Stakeholders - ROM+⁷⁶".
- The project "strengthening Public Authorities' capacity to respond to intersectional discrimination through Multi-agency coalitions"⁷⁷.
- The Guide on the Rights of Victims of Racist Crime⁷⁸, developed with the contribution of the NCRI (EU- Rights, Equality and Citizenship Programme, 2014-2020⁷⁹).
- The Guide for Public Officials on Racist Crime, issued by the NCRI (2025), entitled: "Public administration against racist crime and hate speech"⁸⁰.
- The "Guide for the handling and management of incidents of violence against LGBTIQ+ citizens" by the Hellenic Police⁸¹
- Document No. 229282-28/11/2025 of the Reception and Identification Service of the Ministry of Migration and Asylum, entitled: "Guidelines the identification of and response to possible cases of human trafficking"⁸².
- The "Guide for trade union support for victims of discrimination, harassment and violence at work" (updated 2024) by the Greek General Confederation of Labour (GSEE)⁸³.
- The Journalistic Guide "Disability and the Media" (2021) issued by the NCDP⁸⁴.
- The "Guide on non-discrimination on the grounds of disability and chronic disease in employment and work" (2021) by the NCDP⁸⁵.

⁷³ See Article 218 of Law 4957/2022.

⁷⁴ <https://migration.gov.gr/en/migration-policy/integration/draseis-koinonikis-entaxis-se-ethniko-epipedo/symmetochi-sta-koina/>.

⁷⁵ <https://paratiritirioanapirias.gr/el/about>.

⁷⁶ <https://www.romproject.gr/taftotita/perigrafi-plus>.

⁷⁷ Project, within the framework of the CERV-2023-Equal programme, designed to strengthen the capacity of national authorities to combat intolerance, racism, multiple and intersectional discrimination through a collective, interdisciplinary and cross-sectoral approach.

⁷⁸ https://isotita.gr/wp-content/uploads/2025/08/161_25_OdigosThimRatsist.pdf.

⁷⁹ Regulation (EU) 2021/692 of the European Parliament and of the Council of 28 April 2021 establishing the Citizens, Equality, Rights and Values Programme and repealing Regulation (EU) No 1381/2013 of the European Parliament and of the Council and Council Regulation (EU) No 390/2014.

⁸⁰ Guide for public servants on racist crime, entitled "Public Administration against Racist Crime and Hate Speech".

⁸¹ Guide for dealing with and managing incidents of violence against LGBTIQ+ citizens by the Hellenic Police, 25 July 2022.

⁸² This consists of a reformulation and update of the Reception and Identification Service Guidelines for the identification and management of potential victims of human trafficking in implementation of the New Practice of the National Referral Mechanism for the protection of victims of human trafficking (NRM) and its updated guidelines.

⁸³ https://gsee.gr/wp-content/uploads/2023/11/ENTYPO-ISOTHTAS_1.pdf.

⁸⁴ <https://www.esamea.gr/storage/app/uploads/public/68e/3b0/e0a/68e3b0e0a6a50415074865.pdf>.

⁸⁵ <https://www.esamea.gr/el/article/odhgos-mh-diakrishi-logw-anaphrias-kai-xronias-pathhshs-sthn-apasxolhsh-kai-thn-ergasia>.

- The "Code of Ethics and Professional Conduct for Public Sector Employees" (July 2022), issued by the Ministry of the Interior in collaboration with the National Transparency Authority⁸⁶.
- The "Guide for Public Officials on Serving Vulnerable Population Groups 2025", issued by the Greek Ombudsperson⁸⁷.
- Promotion of Equality for LGBTIQ+ Persons: training programmes for the equal and fair treatment of LGBTIQ+ persons in the Public Administration, organised by the National Centre for Public Administration and Local Government (EKDDA)⁸⁸.
- The "Code of Conduct for the prevention and addressing of discrimination against LGBTIQ+ persons in tourism enterprises"⁸⁹, issued by the Ministry of Tourism.

1.4 Recommendations and observations for Greece

Within the framework of the systematic monitoring of the situation regarding human rights, racism and discrimination in Greece, the specialised bodies and committees, referred to in the previous sections, issue observations and recommendations to the country with a view to ensuring the more effective prevention and combating of racism and intolerance and the promotion of equality.

The **European Commission against Racism and Intolerance (ECRI)** of the Council of Europe, in its 2022 report on Greece⁹⁰, formulated the following two **priority recommendations**:

- Strengthening the supportive and judicial powers of the Greek Ombudsperson, as the national equality body responsible for combating racism and intolerance, in particular through the adoption of legislation enabling the Ombudsperson to intervene before courts as *amicus curiae*. According to ECRI, this would significantly enhance the institution's capacity to address discrimination affecting members of targeted groups.
- Taking measures to combat intolerance and discrimination against intersex persons, particularly intersex children, notably through the adoption of specific legislation prohibiting medically unnecessary "sex-normalising" surgical interventions and other non-therapeutic treatments until the intersex child is able to participate in the decision. ECRI also recommended training for professionals who come into contact with intersex children (including health professionals and teachers), as well as the publication of guidance for parents⁹¹, among other measures.

⁸⁶ https://www.ypes.gr/wp-content/uploads/2022/07/Code_final-1.pdf.

⁸⁷ <https://www.synigoros.gr/el/category/enhmerwtika-entypa-and-ekdoseis/post/eidikh-ek8esh-or-odhgos-dhmosiwn-ypallhlwn-2025>.

⁸⁸ Promotion of Equality for LGBTIQ+ Persons: training programmes for the equal and fair treatment of LGBTIQ+ persons in the Public Administration, organised by the National Centre for Public Administration and Local Government.

⁸⁹ <https://drive.google.com/file/d/1dj0XIPi9V36tu2ldwFTT4hLCYRaLR6Y-/view>.

⁹⁰ ECRI report on Greece (Sixth monitoring cycle). Adopted on 28 June 2022. Published on 22 September 2022.

⁹¹ In this context, Law 4958/2022, as amended and in force, was adopted in Part C, concerning the "change of sex characteristics of intersex minors".

In its 2024 follow-up report on the implementation of these recommendations by Greece⁹², ECRI noted that:

- The legal framework enabling the Greek Ombudsperson to intervene in court proceedings concerning discrimination or intolerance has not yet been established. However, it welcomed the preparatory steps taken for the transposition into national law of Directive (EU) 2024/1499 on minimum standards for equality bodies, which aims to strengthen the mandate and effectiveness of such bodies.
- Law 4958/2022 introduced a regulatory framework for the protection of intersex children from non-therapeutic “sex-normalising” interventions, and significant efforts have been made to include the terms gender identity, sex characteristics and sexual orientation across various policy areas (such as the Code of Ethics and Professional Conduct for Public Sector Employees, Law 5029/2023 on school violence and bullying, and Law 4957/2022 on the organisation and operation of higher education institutions). However, the practical implementation of the new framework regarding non-therapeutic interventions affecting intersex children remains limited in practice.

Other recommendations contained in ECRI’s 2022 report on Greece include:

- The establishment of a comprehensive system for monitoring and recording incidents of hate speech, including those occurring online, drawing on the experience and expertise of the police and prosecutorial authorities, equality bodies and national human rights institutions, self-regulatory bodies, and relevant civil society organisations.
- The development of public awareness campaigns aimed at raising awareness about hate speech and the risks it entails.
- The adoption of decisive measures to enhance the effectiveness of investigations into misconduct by members of the Hellenic Police, whether motivated by racism or anti-LGBTIQ+ prejudice, and the imposition, where appropriate, of effective and proportionate disciplinary sanctions or criminal proceedings against the perpetrators.
- The implementation of training programmes for teachers addressing discrimination against LGBTIQ+ students.

The **Committee on the Elimination of Racial Discrimination (CERD)**, the monitoring body of the **International Convention on the Elimination of All Forms of Racial Discrimination**, has issued recommendations to Greece in its **Concluding Observations on the combined twenty-third and twenty-fourth periodic reports of Greece**⁹³. Some of its main recommendations include the following:

⁹² ECRI Conclusions on the implementation of the recommendations in respect of Greece subject to interim follow-up, Adopted on 20 November 2024, Published on 19 February 2025.

⁹³ Concluding observations on the combined twenty-third and twenty-fourth periodic reports of Greece, Committee on the Elimination of Racial Discrimination, International Convention on the Elimination of All Forms of Racial Discrimination, UN, CERD/C/GRC/CO/23-24. Approved by the Committee at its 3131st meeting on 10 December 2024.

- Accelerating the preparation and adoption of a new National Action Plan to combat racism, within a clear timeline (by the end of 2025).
- Ensuring effective and meaningful consultation with and participation of civil society organisations active in the field of human rights protection.
- Collecting and providing disaggregated statistical data on the demographic composition and the socio-economic situation of different population groups.
- Strengthening the system for collecting data on complaints of racial discrimination and hate crimes, particularly by ensuring the availability of statistical data on complaints and their judicial outcomes.
- Ensuring the availability of support services for victims of racial discrimination and improving the effective implementation of the protective framework introduced by Law 4478/2017.
- Conducting prompt, thorough and impartial investigations into all allegations of racial profiling, racist police violence and excessive use of force by law enforcement officials and ensuring the collection of statistical data on complaints and their judicial outcomes.
- Organising training programmes and awareness-raising campaigns, particularly targeting judges, prosecutors, lawyers and law enforcement officials.
- Taking measures to combat structural discrimination and to discourage stigmatisation and stereotyping of Roma communities.
- Taking measures, including legislative measures, to ensure an enabling environment for the work and activities of human rights defenders, activists and civil society organisations.
- Taking measures to protect migrant and refugee workers, improve the living conditions of asylum seekers, and address violent incidents at the country's borders.

In its **Concluding Observations on the third periodic report of Greece**, adopted on **5 November 2024**, the **United Nations Human Rights Committee (HRC)** examined the implementation by Greece of the **International Covenant on Civil and Political Rights (ICCPR)**⁹⁴. The Committee welcomed several positive legislative and policy developments, including the recognition of equality in civil marriage (Law 5089/2024), as well as the adoption of national strategies and action plans aimed at protecting the rights of various population groups and addressing specific thematic areas, such as children, Roma, LGBTIQ+ persons, persons with disabilities, gender equality, the fight against trafficking in human beings and anti-racism policy.

At the same time, the Committee expressed concerns regarding the effective protection against discrimination and the equal treatment of vulnerable groups. Particular reference was made to the treatment of foreign nationals, including migrants, refugees and asylum seekers.

⁹⁴ Concluding observations on the third periodic report of Greece, Human Rights Committee, International Covenant on Civil and Political Rights, UN, CCPR/C/GRC/CO/3. Adopted by the Committee at its 4180th meeting on 5 November 2024 and published on 28 November 2024.

In the field of non-discrimination and social inclusion, the Committee highlighted the continued marginalisation of Roma communities, particularly in the areas of housing, education and health, as well as reports of ill-treatment by law enforcement officials.

With regard to the rights of LGBTIQ+ persons, the Committee stressed the need to address discrimination and modernise certain medical and administrative approaches, including the use of updated international classifications relating to gender identity.

Furthermore, the Committee emphasised the need to strengthen the prevention of and response to gender-based violence and to enhance protection for victims, particularly in cases of domestic violence, as well as the importance of adequate support mechanisms.

Finally, the Committee raised concerns relating to the protection of freedom of expression and media freedom, including strategic lawsuits against public participation (SLAPPs), the operating environment for human rights defenders, and the need to improve detention conditions and the care provided in penitentiary and psychiatric institutions, with particular emphasis on respect for human dignity and equal treatment.

The United Nations Committee on the Rights of Persons with Disabilities (CRPD), in relation to Article 5 of the Convention on the Rights of Persons with Disabilities, entitled "Equality and non-discrimination" (29 October 2019), recommended that Greece adopt the secondary legislation (i.e. the Presidential Decree) provided for in Article 74 of Law 4488/2017 (see also Article 3(2) of Law 5023/2023), in order to guarantee equal treatment and prohibit discrimination against persons with disabilities in the fields of education and the provision of goods and services.

In the field of discrimination in employment, the **Committee of Experts on the Application of Conventions and Recommendations (CEACR)** of the **International Labour Organization (ILO)**, in its 2024 report on the application of the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), ratified by Greece through Law 1424/1984 (Official Gazette A' 29), formulates specific recommendations to Greece through both its Observations and its Direct Request. In this context, the Committee makes explicit reference to the work of the National Council against Racism and Intolerance (NCRI) and takes into account the relevant observations submitted by the GSEE⁹⁵.

The Committee notes that the National Action Plan against Racism and Intolerance 2020–2023 set as a specific objective the effective combating of racism and intolerance, racist violence and discrimination on the grounds of race, colour, nationality or ethnic origin, particularly through the promotion of diversity and the fight against stereotypes. However, it also underlines that limited information has been provided regarding the evaluation of its implementation by the NCRI.

⁹⁵ Report of the Committee of Experts on the Application of Conventions and Recommendations (articles 19, 22 and 35 of the Constitution) – General Report and observations concerning particular countries, Geneva: International Labour Office, 2025. © ILO.

Furthermore, the Committee urges the Government to intensify its efforts to prevent and combat stereotypes and discrimination against Roma and to promote equality of opportunity and treatment in education, training and employment, both in the public and private sectors, and requests information on:

- Measures and programmes implemented for this purpose, including those adopted within the framework of the National Strategy and Action Plan for the Social Inclusion of Roma 2021–2030.
- Any evaluation of the implementation of the Strategy and any recommendations issued by its Advisory Committee regarding its implementation.
- Updated statistical data, disaggregated by sex, on the situation of Roma in the labour market.

The Committee also recommends that Greece continue its efforts to effectively address discrimination against migrant workers, both men and women, in employment, particularly with regard to labour exploitation in the sectors of agriculture, construction, tourism and food services, and requests information on:

- Specific measures taken or envisaged to promote equality of opportunity and treatment in employment and occupation, irrespective of race, colour or national origin, as well as their impact.
- The number and nature of complaints or cases of discrimination against migrant workers examined by the Labour Inspectorate, the Greek Ombudsperson or the courts, including the sanctions imposed and remedies granted, including compensation related to unpaid wages and social security benefits.
- Statistical data, disaggregated by sex and national origin, concerning the participation of migrant workers in the labour market.
- Awareness-raising activities and public information campaigns carried out on issues covered by the Convention, as well as their impact.
- Measures taken to strengthen the capacity of the Labour Inspectorate, the Greek Ombudsperson and the Hellenic Statistical Authority (ELSTAT) to address and collect data on cases of discrimination in employment and occupation.
- The number of cases of discrimination in employment and occupation examined by the competent authorities, specifying the grounds of the alleged discrimination, the sanctions imposed and the remedies granted.

CHAPTER 2

Rationale for the development of NAPAR 2026-2029

2. Rationale for the development of the NAPAR 2026-2029

In recent years, the situation concerning racist violence and discrimination in Greece highlights the persistent presence of this phenomenon. Records from the RVRN, official reports of the Hellenic Police, and findings of the EMIDIPA converge in indicating that incidents of a racist nature remain frequently underreported and, in several cases, are associated with institutional settings. In this context, the longitudinal documentation of data provides a clear picture of trends, the groups most affected, and the gaps in official investigation and reporting, enabling more targeted interventions and a more effective protection of rights.

2.1 Recording incidents of racist violence, arbitrariness, violation of fundamental rights and intimidation in Greece

Within the framework of the systematic monitoring of incidents of racist violence in Greece, recent data from the **RVRN**⁹⁶ are of particular interest, as they reflect both the trends and the characteristics of the targeting.

Specifically, for the year 2022, the RVRN recorded 74 incidents of racist violence⁹⁷. In 33 incidents, migrants, refugees or asylum seekers were targeted because of their national origin, religion or colour, and in 38 incidents, LGBTIQ+ persons and human rights defenders were targeted because of their connection to the LGBTIQ+ community. In addition, in one incident, Greek citizens were targeted on the grounds of their ethnic origin, while in two incidents, a mosque and a Holocaust memorial were targeted, respectively.

The most recent recording by the RVRN for the year 2023⁹⁸ highlights a significant increase in the number of recorded incidents, particularly compared to 2022. Specifically, 158 incidents were recorded. In 89 of these cases, migrants, refugees or asylum seekers were targeted; in 61 incidents, LGBTIQ+ persons were targeted; and in 5 incidents, Roma Greek citizens were targeted. In addition, in one incident a Greek citizen was targeted by a third-country national; in another, vandalism was carried out against a Holocaust memorial; and in one further incident a person was targeted on the basis of disability. The majority of recorded incidents in 2023 took place in Attica, Thessaloniki and Evros. Notably, the Network records intense and ongoing racist violence at the country's borders and in Reception and Identification Centres or detention facilities, where a total of 36% of the recorded incidents in 2023 occurred.

⁹⁶ The Racist Violence Recording Network was created in mid-2011 by the Greek National Commission for Human Rights (GNCHR) and the Office of the United Nations High Commissioner for Refugees in Greece (UNHCR), with the participation of non-governmental organisations and civil society actors, with the aim of systematically recording acts of racially motivated violence and documenting the relevant quantitative and qualitative trends of the phenomenon. Today, the Network has 55 members, who continue to record incidents of racist violence against individuals, as reported to them.

⁹⁷ Annual Report 2022, Racist Violence Recording Network.

⁹⁸ Annual Report 2023, Racist Violence Recording Network.

Particular importance is attached to data concerning the perpetrators. In 47% of the recorded incidents, victims reported that they were targeted by representatives of the state, particularly members of the security forces (63 incidents involving uniformed personnel), as well as other public officials (11 incidents involving, inter alia, teachers, doctors, public transport staff, employees of reception and accommodation facilities for asylum seekers, among others).

With regard to the vulnerability of victims, it is indicative that in 50% of the incidents victims reported that this was not the first time they had experienced violence, while in nearly one third of the incidents, minors were among the victims.

Another important finding concerns the need for support: 49 victims expressed their wish to receive psychosocial support in order to cope with the trauma caused by the violent incident. At the same time, the Network also recorded qualitative aspects of the testimonies, including victims' fear of secondary victimisation or revictimisation, lack of trust in the authorities and the normalisation of violence.

With regard to the number of official complaints submitted to the Hellenic Police, the findings of the RVRN indicate significant underreporting in relation to the actual number of incidents of racist violence. During the period January-December 2023, the Network recorded 158 incidents of racist violence through interviews with victims. Of these, at the time of recording, 13 incidents had already been reported to the police, while criminal proceedings had been initiated in 5 cases. In addition, in 12 incidents victims stated that they wished to file a complaint, whereas in the majority of cases (99 incidents) they indicated that they did not wish to pursue further action⁹⁹.

At the same time, according to statistical data communicated to the RVRN by the Hellenic Police, in 2023 a total of 122 incidents of racist violence were recorded by the competent authorities. In 50 of these cases, the alleged perpetrators were private individuals, while in 24 cases they were police officers.

Based on the above findings, in its 2023 annual report the RVRN formulates a set of recommendations addressed to the State aimed at strengthening the protection of victims and the response to hate crimes. These recommendations are broadly aligned with those issued by international bodies and include the following:

- The establishment of an effective national mechanism for the support and protection of victims of racist violence, in line with the provisions of Law 4478/2017.
- The creation of an effective referral mechanism enabling victims of racist violence to access services tailored to their individual needs.
- The establishment of an effective mechanism for monitoring the progress of hate crime cases and the support provided to victims of racist violence, as well as for the publication of relevant data analyses.

⁹⁹ Annual Report 2023, Racist Violence Recording Network (p. 20).

- Continuous training and awareness-raising for law enforcement authorities and judicial bodies on racist crime, as well as on the support and referral of victims.
- The issuance of a dedicated circular providing guidance on the dignified treatment of victims of racist crimes, in order to ensure that police officers have clear instructions and that secondary victimisation is avoided.

According to updated data from the **Hellenic Police**, in 2024 there were 204 recorded incidents, compared to 122 in 2023, representing an increase of 67% in the total number of complaints.

With regard to the grounds of the incidents, in 2023 the majority were related to nationality and ethnic origin (67 incidents), followed by sexual orientation (26) and gender identity (14). In 2024, a particularly significant increase was recorded in these categories, with incidents related to nationality or ethnic origin rising to 85 and those related to sexual orientation increasing to 70. This trend indicates a marked intensification of racist violence targeting specific groups.

In addition to the data concerning the recording of incidents of racist violence by the Hellenic Police, particular interest is also attached to developments in cases investigated following complaints against police officers within the framework of administrative inquiries and sworn administrative investigations.

On an annual basis, all cases arising from complaints against police officers are examined. During the period 2021-2024, the number of cases remained broadly stable, with a very slight downward trend, ranging between 21 and 26 incidents per year. In 2025, however, a more significant decrease is observed, with 10 cases recorded up to the reporting date. At the same time, in 2021 all cases were handled through oral administrative inquiries, while in subsequent years a gradual increase in sworn administrative investigations is observed; from one in 2022 and three in 2023 to six in 2024 and four in 2025. This trend indicates a strengthening of the investigation of more serious incidents through stricter procedures, while not diminishing the need for further improvement and systematic strengthening of oversight and accountability mechanisms.

At the same time, judicial statistical data from the **Ministry of Justice**, as recorded by the Office for the Collection and Processing of Judicial Statistics (JustStat), reflect increased activity in prosecutions for offences of a racist nature. Incoming complaints rose significantly from 115 in 2023 to 180 in 2024, while the number of cases referred to court also increased substantially (from 26 to 118 respectively), indicating a strengthening of the criminal justice response to the phenomenon.

As regards cases of an antisemitic nature, JustStat records smaller but gradually increasing numbers of criminal prosecutions in recent years, with 3 cases in 2021, 5 in 2022 and 6 in 2023, suggesting increased prosecutorial mobilisation also in this specific area of hate crime.

Furthermore, in 2024 the **Greek Ombudsperson** received 178 complaints concerning misconduct by security forces within the framework of its mandate as the **EMIDIPA**. Seventy-five per cent of the cases concerned the Hellenic Police, 2.9% the Hellenic Coast Guard, while, for the first time since the establishment of the Mechanism, cases were referred by the General Secretariat for Anti-Crime Policy of the Ministry of Citizen Protection, representing 1.1% of the total cases recorded in 2024. It is also noteworthy that 21% of the reports were submitted directly by citizens, which the Ombudsperson considers particularly positive as it demonstrates victims' trust in the Independent Authority¹⁰⁰.

It should be noted that complaints submitted to the EMIDIPA do not exclusively concern racist incidents; rather, in every allegation of misconduct, the possible existence of a racist motive must be examined. However, according to the Ombudsperson's 2024 annual report, the Mechanism issued repeated recommendations due to the ineffective investigation of potential racist motives during the disciplinary and criminal proceedings related to the reported incidents of alleged arbitrariness.

Incidents involving violations of fundamental rights and intimidation also include cases of gender-based violence and human trafficking occurring in reception centres and at the stage of entry into the country, as well as during residence in Controlled Access Facilities for Temporary Accommodation of Asylum Seekers. In this context, the number of reports received by the **National Referral Mechanism** during the first half of 2025 reached a total of 448. Of these, 397 concerned new cases, while an additional 51 reports referred to second and/or third notifications concerning cases that had already been registered and assigned a case number within the NRM¹⁰¹.

The majority of reports concerning new cases originated from public sector services (357), while a smaller number were submitted by civil society organisations and international organisations (40). The role of the Reception and Identification Service of the Ministry of Migration and Asylum is particularly critical for the timely detection of such incidents, especially with regard to the registration and early identification of victims, in order to prevent secondary victimisation.

The majority of adult victims (239), at the time of their identification and referral to the NRM during the first half of 2025, had submitted applications for international protection, while nine (9) cases had been granted refugee status. In addition, five (5) men were identified as holding a service note issued by the Police, while fifteen (15) women and fifty-four (54) men did not possess any legal documentation. Finally, six (6) women and one (1) man were EU citizens, while eight (8) women held passports with a visa and/or entry stamp.

During the course of the semester, however, developments occurred in the residence status of certain newly identified cases. Specifically, forty-seven (47) individuals were granted international protection status, while for six (6) asylum seekers their stay became irregular, meaning that their application for international protection was definitively rejected and they

¹⁰⁰ Annual Report 2024. The Greek Ombudsman.

¹⁰¹ Office of the National Rapporteur on Trafficking in Human Beings / National Centre for Social Solidarity (EKKA), National Referral Mechanism (NRM) – First Semester Report 2025, October 2025.

did not obtain any other residence permit within the same period. Furthermore, nine (9) adult victims who previously lacked legal documentation submitted asylum applications, while one (1) individual applied for a residence permit on humanitarian grounds, thereby regularising their stay within the reporting period.

With regard to child victims, at the time of identification the majority concerned unaccompanied minors who had submitted asylum applications (25), of whom one (1) was granted international protection during the semester. The twelve children, one (1) girl and eleven (11) boys, who were EU citizens were of Greek nationality.

The reference to the victims' place of residence, as well as to their residence status, relates to the period during which they were identified and referred to the NRM. Accordingly, and as indicated in the NRM's First Semester Report, the majority of adult victims were residing in facilities of the Ministry of Migration and Asylum (Reception and Identification Centres / Closed Controlled Access Centres / Controlled Access Facility for Temporary Accommodation of Asylum Seekers) within the framework of reception arrangements for asylum applicants.

In addition, during the first two years of operation of the **Fundamental Rights Complaints Mechanism** for third-country nationals of the Ministry of Migration and Asylum, which was established under Law 4960/2022, a total of two hundred and three (203) complaints were received (period: 26 September 2023 – 26 September 2025). Of these, twenty (20) complaints were forwarded to the competent authorities for further examination. The remaining complaints were not transmitted, as they either did not meet the formal submission requirements, such as the identification of the complainant, the existence of clear and specific allegations in the prescribed languages, and the provision of consent for the processing of personal data, or did not meet the admissibility criteria, in particular the requirement of relevance to the mandate of the Complaints Mechanism. Of the twenty (20) complaints that were transmitted, seventeen (17) concerned reception-related issues, while three (3) concerned matters related to asylum procedures.

With regard to discrimination against Greek Roma citizens, it should be noted that the **Roma Human Rights Advocacy and Defense Observatory**, operating since 2021 through the "ROM+" project¹⁰², collected 914 reports during the period May-September 2024 concerning issues related to access to services, infrastructure, employment and education. However, most complainants do not proceed with formal complaints, preferring instead to report incidents to Roma organisations due to a lack of trust in public authorities and limited awareness of the relevant complaint procedures.

Finally, reference is made to complaints submitted through the dedicated digital platform **stop-bullying.gov.gr**, which became operational on 9 April 2024 pursuant to Law 5029/2023 and the relevant Joint Ministerial Decision. The platform enables

¹⁰² The project "Operation of an observatory for the protection of human rights of Roma and strengthening local communities and relevant stakeholders – ROM" is implemented within the framework of the Active Citizens Fund programme. Equal Society is the coordinating partner, while the Panhellenic Confederation of Greek Roma-"ELLAN PASSE" and the Association of Greek Roma Mediators are partners.

parents/guardians and students to submit named reports of incidents of school violence and bullying and supports related preventive and response actions in schools. Within the first days of its operation, 41 reports had already been recorded (8 submitted by students and 33 by parents), while within approximately two weeks the platform had received a total of 148 reports concerning incidents of violence and bullying.

2.2 Empirical evidence on racism and discrimination in Greece

The qualitative research on citizens' attitudes and experiences regarding discrimination, together with the quantitative research conducted for the assessment of the NAPR 2020-2023, carried out within the framework of the ECOSYSTEM project, took place during the period January-May 2025¹⁰³. The aim was to provide a comprehensive overview of the phenomenon of discrimination in Greece, both through the perceptions and experiences of citizens and through the perspective of institutional and social actors involved in its prevention and response.

The research design combined a **quantitative** survey, in which 1,928 individuals with diverse social and demographic characteristics participated, with **qualitative** research conducted through ten semi-structured interviews with representatives of public authorities and civil society organisations. The majority of participants in the quantitative survey were women (71%), mainly aged between 36 and 55, while nearly three out of four held university or postgraduate degrees. The combination of the two approaches enabled a multi-layered analysis of the issue, ranging from citizens' social experiences to the institutional functioning of mechanisms aimed at combating discrimination, thus providing a comprehensive picture of perceptions, lived experiences, policy gaps and the necessary directions for strengthening equality in the country.

The quantitative survey showed that discrimination is perceived as highly prevalent in Greek society. More than eight out of ten citizens (over 80%) believe that unequal treatment occurs "very often" or "rather often" across many areas of life. The highest levels are identified in relation to gender expression (88.8%), sexual orientation (86.9%), gender identity (86.8%) and race (86.7%), while similarly high percentages are reported for national or ethnic origin (83.3%) and religion (81.5%). Disability or chronic disease (79.1%) and ideological or cultural beliefs (74.2%) are also considered frequent sources of discrimination, while somewhat lower, but still significant, percentages are reported for age (70.9%) and for social and family status (approximately 68%).

More than three out of ten respondents (32.9%) reported that they had personally experienced some form of discrimination during the previous year. These experiences were mainly related to gender, age, social or family status and personal beliefs. Workplaces constitute the most frequent setting in which discrimination occurs (34%), followed by public spaces (24%), the internet (15%), restaurants or entertainment venues (14%), job seeking processes (13%) and public transport (12%).

¹⁰³ Discrimination in Greece, National Report, Ecosystem, 2025.

The majority of respondents consider institutional efforts to combat discrimination to be insufficient. More than half of citizens estimate that the measures taken in relation to gender expression or gender identity (approximately 53%), disability (50%) and ethnic origin (49%) are “slightly effective” or “not effective at all”. Very few respondents (less than 5%) consider state policy to be “very effective” in reducing these phenomena.

Citizens attribute the persistence of discrimination primarily to insufficient information and education, to a lack of trust in institutions, and to the perception that such behaviours have become “normalised”. Policy priorities identified by respondents include education and awareness-raising from school to the public sector, the strengthening of complaint mechanisms, and the training of professionals (such as police officers, judicial actors, health professionals and public servants) to better identify and prevent discriminatory practices.

The quantitative survey conducted within the framework of the ECOSYSTEM project reveals a society with a high level of awareness, but low levels of trust in the State's ability to respond effectively. Discrimination is perceived as widespread, cross-cutting and often normalised, affecting not only specific groups but also social cohesion as a whole.

The survey “**Discrimination in the EU**” was conducted as part of the **European Commission's Special Eurobarometer 535**¹⁰⁴ (2023) and captures citizens' perceptions of discrimination and diversity. In Greece, between 19 April and 2 May 2023, a total of 1,014 face-to-face interviews were carried out with a representative sample of the adult population. The survey examines the extent to which citizens perceive discrimination to occur, the effectiveness of relevant policy measures, and the level of social comfort towards different groups¹⁰⁵.

The results for Greece indicate that discrimination is widely perceived as a prevalent phenomenon, with percentages consistently exceeding the EU average in several categories. Specifically, 86% of respondents in Greece consider discrimination against Roma to be widespread (+21 percentage points above the EU average). Similarly high levels are reported with regard to sexual orientation (74%), ethnic origin (67%), skin colour (62%) and gender identity (62%).

At the same time, nearly one in two citizens in Greece considers discrimination based on disability (52%), socio-economic status (63%) and age (53%) to be widespread. This finding suggests that discrimination is not limited to identity-based characteristics but also extends to broader social determinants. The scale of these perceptions indicates that discrimination is viewed as an everyday and multi-layered social reality rather than as isolated exceptions. With regard to the effectiveness of anti-discrimination policies, only 28% of respondents in Greece believe that relevant efforts are effective, while an additional 38% consider them to be “somewhat effective”. By contrast, 33% assess these policies as ineffective, a proportion higher than the EU average (27%). This finding points to a deficit of trust in the ability of

¹⁰⁴ Special Eurobarometer 535, Discrimination in the EU, April-May 2023.

¹⁰⁵ *ibid.*

public policies to effectively address discrimination, despite the existence of a relevant legislative framework.

Of particular significance is the gap between declarative attitudes and levels of social acceptance. While large proportions of respondents state that they would feel “comfortable” working with people from different groups (for example, 76–83% with persons of different ethnic origin or religion), these percentages decrease noticeably when diversity relates to leadership positions or matters concerning personal life. For instance, the proportion of respondents who would feel comfortable if the highest elected political office were held by a Roma person stands at 45%, while it is somewhat higher for a transgender/intersex person (51%) and for a lesbian, gay or bisexual person (61%). By contrast, when the question concerns acceptance of a child being in a romantic relationship with someone from specific groups, the levels of comfort decrease substantially, particularly with regard to transgender/intersex persons (26%), persons of the same sex as the child (29%) and Roma (32%). These data suggest that acceptance of diversity often remains conditional and hierarchically structured.

In everyday life, and particularly in the labour market, more than half of respondents consider factors such as age (58%), general physical appearance (body size, weight, facial characteristics, etc.) (59%), disability (46%) and sexual orientation (47%, +23 percentage points above the EU average) to constitute disadvantages during recruitment. Moreover, 68% believe that being Roma constitutes a negative factor in hiring decisions (+26 percentage points above the EU average). These findings document the persistence of indirect, yet socially tolerated, forms of discrimination in employment.

The survey results also show that even when individuals are asked to provide sensitive personal data anonymously in the context of censuses or statistical surveys explicitly aimed at combating discrimination, acceptance remains uneven. Greece shows a higher level of acceptance than the EU average only with regard to providing information on ethnic origin (72% in favour compared to 66% in the EU). In the other categories, however, the percentages in favour are equal or lower, while the percentages opposed are higher, particularly in relation to gender identity and sexual orientation (39% and 41% opposed, compared to 35% and 36% respectively in the EU). This finding suggests that even under a clear institutional framework and a specific public policy objective, social acceptance of the collection of certain sensitive personal data remains limited, with possible implications for the adequacy of statistical tools used in anti-discrimination policy.

Finally, when asked where they would prefer to turn if they themselves became victims of discrimination (including harassment), only 14% of respondents stated that they would approach equality bodies or mediation mechanisms, compared to 32% who would turn to the police and 26% who would rely on family members. This finding highlights a degree of institutional weakness and limited visibility of the competent equality mechanisms.

The results of Eurobarometer 535 confirm that, despite the institutional and legislative progress of recent years, discrimination in Greece remains a structural phenomenon. While there is high societal recognition of its prevalence, there is limited trust in the effectiveness of existing policies to address it. The gap between declarative acceptance of diversity and attitudes relating to positions of power, personal relationships and access to employment underscores the need for anti-discrimination policies that go beyond rhetoric or legislation and focus on consistent implementation, strengthening protection mechanisms and systematic monitoring of their outcomes.

In addition, important data on the experience of discrimination and access to rights for persons with disabilities, chronic and/or rare disease are provided by the **1st Regular Rights Barometer of the Observatory on Disability Issues of the NCDP**¹⁰⁶(2025). The findings of the Barometer function as a diagnostic tool for assessing the current situation and substantiate the need for the interventions included in the NAPAR.

The survey indicates a low level of awareness of the rights of persons with disabilities, as four out of ten persons with disabilities and/or chronic and rare disease, report being little or not at all informed. Information is obtained primarily through the NCDP (50.9%) and social media (37.3%), rather than through state institutions (only 18.2% report receiving information from the official digital portal amea.gov.gr).

At the same time, more than half of respondents believe that Greek society approaches disability through stereotypes, while almost one in two has repeatedly experienced unfair treatment or discrimination during the past six months:

- 56.1% believe that Greek society approaches disability through stereotypes and prejudice, while 34% believe it is approached with pity or compassion. Only 8% consider that persons with disabilities are treated on an equal basis.
- 47% (almost one in two) report having experienced unfair treatment or discrimination several or many times during the previous six months. This proportion rises to 70% among persons with intellectual disabilities.

The main areas where discrimination is reported include public spaces (41.3%), employment (35.8%) and interactions with public services (34%).

The results of the 1st Regular Barometer of the NCDP complement other national and European surveys and demonstrate that discrimination against persons with disabilities does not constitute isolated incidents but rather cuts across social and administrative functioning. The findings are directly linked to the main directions of the NAPAR 2026-2029, highlighting the need for interventions aimed at preventing stereotypes and prejudices, fostering a consistent and non-stigmatizing representation of persons with

¹⁰⁶ 1st Regular Barometer of the Rights of Persons with Disabilities, Chronic and/or Rare Diseases of the Observatory on Disability Issues of the NCDP, 2025.

disabilities¹⁰⁷, strengthening protection and complaint mechanisms, enhancing the training and awareness of the public administration, and improving information on rights and procedures for protection against discriminatory treatment.

Within the same framework of documenting discrimination at the national level, important findings are also presented in the **2024 Special Report on Equal Treatment** issued by the **Greek Ombudsperson**¹⁰⁸. The report outlines significant legislative and institutional developments in the field of equal treatment, while also highlighting persistent challenges in the practical implementation of the protection framework, as reflected in citizens' complaints and in the Authority's interventions.

A central point of reference is the adoption of Law 5089/2024, which expanded the scope of protection against discrimination on the grounds of sexual orientation, gender identity, gender expression or sex characteristics, as well as religious beliefs. Protection now extends beyond employment, covering education, health, social protection and access to goods and services, including housing. At the same time, the introduction of equality in civil marriage constituted a significant step towards addressing inequalities affecting LGBTIQ+ persons in family life.

At the European level, the Report notes that the adoption of Directives (EU) 2024/1499¹⁰⁹ and (EU) 2024/1500¹¹⁰, with a transposition deadline of June 2026, strengthens the independence and competences of national equality bodies by establishing minimum standards for their functioning. This development creates favourable conditions for the further institutional and operational strengthening of the national system for protection against discrimination.

According to the statistical data presented in the Report, a slight increase in the number of complaints was recorded (933) compared with the previous year, along with minor fluctuations in the proportion of complaints by ground of discrimination. For 2024, discrimination cases based on gender continue to account for the largest share (52%). An increase is also observed in cases related to disability or chronic disease (26%, +4%). However, this increase still largely concerns discrimination in employment and labour relations and does not yet extend to the new fields introduced by Law 5023/2023, such as social protection, education and access to goods and services.

¹⁰⁷ Based on the provisions of Article 8 "Awareness-raising" of the UN Convention on the Rights of Persons with Disabilities.

¹⁰⁸ Special Report on Equal Treatment 2024, The Greek Ombudsman.

¹⁰⁹ Council Directive (EU) 2024/1499 of 7 May 2024 on standards for equality bodies in the field of equal treatment between persons irrespective of their racial or ethnic origin, equal treatment in matters of employment and occupation between persons irrespective of their religion or belief, disability, age or sexual orientation, equal treatment between women and men in matters of social security and in the access to and supply of goods and services, and amending Directives 2000/43/EC and 2004/113/EC.

¹¹⁰ Directive (EU) 2024/1500 of the European Parliament and of the Council of 14 May 2024 on standards for equality bodies in the field of equal treatment and equal opportunities between women and men in matters of employment and occupation, and amending Directives 2006/54/EC and 2010/41/EU.

With regard to the sectors to which complaints relate, the majority concern public authorities and services (71%), while the remaining 29% concern the private sector. Among complaints against private actors, the largest share relates to labour disputes (82%).

Through specific cases handled by the Authority, the Report highlights critical issues concerning the implementation of the principle of equal treatment, including:

- **Roma and housing:** Housing policy remains an area of intense exclusion. The practice of imposing excessive fines for unauthorised constructions in Roma settlements, without provision of alternative housing, constitutes a form of institutional violence that perpetuates marginalisation and ignores the constitutional requirements for a dignified life.
- **Disability and citizenship:** The association of disability with "inability to work", and the exclusion of foreigners under judicial assistance from the naturalisation process, reveal that the "medical model" of disability continues to prevail over the "social model" mandated by the UN Convention on the Rights of Persons with Disabilities.
- **Religious beliefs and conscientious objection:** Equal treatment of conscientious objectors performing alternative service has been achieved, with the extension of the right of free admission to museums and archaeological sites, in line with those serving in the armed forces.
- **LGBTIQ+ persons:** Beyond the legal recognition of marriage, everyday life (work, provision of services) remains an area of discrimination, highlighting the need for constant vigilance and training of service providers.

The Special Report of the Ombudsperson for 2024 highlights the coexistence of significant institutional developments in the field of combating discrimination, with persistent difficulties in the practical application of the principle of equal treatment. These findings are directly linked to the need to strengthen the mechanisms for implementing the relevant legislation, the administrative capacity of the bodies involved and the development of information and awareness-raising activities in public administration, the private sector and society. From this perspective, the Report emphasises that effective prevention and combating of discrimination requires a transition from the legislative safeguarding of rights to their consistent implementation in everyday administrative and social practice.

An analysis of European data highlights certain important developments in relation to the rights of intersex persons. According to the European Union Agency for Fundamental Rights (FRA) study entitled "**Being Intersex in the EU**"¹¹¹ (2025), Greece is one of five EU countries, along with Germany, Malta, Portugal and Spain, to have banned non-consensual medical interventions on intersex minors. At the same time, it is among the eight Member States that have banned "conversion" practices, while it consistently includes "sex characteristics" both in the context of anti-discrimination legislation and in the grounds for aggravating circumstances in hate crimes. These data show that, at the institutional level, the country has taken significant steps in line with contemporary European standards for the protection of rights.

¹¹¹ Being intersex in the EU, European Union Agency for Fundamental Rights, 17 September 2025.

The findings of the EU Agency for Fundamental Rights (FRA) survey show that Greece has made significant institutional progress in protecting intersex people, particularly with regard to the prohibition of non-consensual medical interventions on minors and the inclusion of gender characteristics in the context of the prohibition of discrimination and hate crimes. At the same time, European data emphasise that institutional safeguards alone are not enough, without accompanying policies on information, education and social destigmatisation.

2.3 Assessment of the NAPAR 2020-2023

This section provides a brief overview of the NAPAR 2020-2023 and outlines key aspects of its implementation during the reference period. Its aim is to highlight the main experiences, challenges and conclusions that emerged from its implementation and that may inform the design of the new programming period.

2.3.1 Summary presentation of the NAPAR 2020-2023

The NAPAR 2020-2023¹¹² constitutes the first comprehensive strategic framework adopted by the Greek State to address racism, intolerance, racist violence and discrimination. The Strategy was developed by the NCRI, whose core mandate includes the design of policies, the coordination of relevant stakeholders and the monitoring of the implementation of actions in this field.

The Strategy is aligned with the European and international human rights protection framework, with reference to recent EU policy initiatives such as the *EU Anti-Racism Action Plan 2020–2025*, as well as to the recommendations of international organisations, including the United Nations, the Council of Europe and the European Union Agency for Fundamental Rights (FRA). The development of the Strategy responds to the continued occurrence of racist incidents in Greece, including manifestations of racist violence, the spread of hate speech and the need to ensure compliance with international human rights standards.

The National Strategy against Racism and Intolerance 2020–2023 is situated within the broader institutional and legal framework for combating racism in Greece, which includes, inter alia:

- the anti-racism law (Law 4285/2014) and related criminal provisions concerning offences committed with racist motives;
- criminal law provisions addressing hate speech, incitement to violence, denial of genocides, torture, the commission of offences through online means and the liability of legal persons;
- the legal framework for combating discrimination;
- provisions relating to the rights of persons with disabilities, the legal recognition of gender identity and the prohibition of discriminatory conduct by law enforcement officials;
- the establishment and operation of the National Council against Racism and Intolerance;

¹¹² National Action Plan against Racism and Intolerance 2020-2023, Athens, October 2021.

- rules stemming from broadcasting legislation and journalistic ethics aimed at preventing discrimination and hate speech.

The Plan also records the country's international commitments: UN conventions, EU guidelines, recommendations of the Council of Europe and other international bodies. In addition, it reflects the efforts of the Greek State to improve the recording and management of incidents of racist violence.

The NAPAR 2020-2023 is organised around five main axes:

A. Discrimination – Stereotypes – Prejudices

Actions are foreseen in the education system, public bodies and the labour market with the aim of preventing and reducing discrimination. Actions against undeclared work and interventions to promote and strengthen equal treatment are also included.

B. Combating racist crime

Includes actions for strengthening the recording, investigation and processing of statistical data, as well as the interconnection between police and judicial authorities.

C. Awareness-raising – Information

Foresees information campaigns, as well as programmes for the empowerment of civil society and professionals, and collaborations with the media, educational and cultural institutions.

D. Integration – Empowerment

Actions for the social inclusion of vulnerable groups, such as migrants, refugees, Roma, LGBTIQ+ persons and persons with disabilities.

E. Horizontal – Cross-sectoral policies

The integration of anti-racism policy into all forms of public administration, the improvement of statistical data, international cooperation and the support for research and documentation are envisaged.

2.3.2 Qualitative assessment of the NAPAR 2020-2023

The NAPAR 2020-2023 was established as a broad strategic framework with five priority axes, covering the spectrum of policies from preventing discrimination to empowering groups systematically exposed to racism and intolerance. The Plan provided an **organised roadmap of actions and a central governance mechanism** through the NCRI, while also providing for a monitoring system and annual evaluation of its implementation.

The implementation of the Plan during the period 2020-2023, and until 2025, confirms that the Plan was an **essential institutional reference point**. The four-axes framework helped to establish a common starting point for policymaking and promoted a more horizontal understanding of the phenomenon of discrimination. The inclusion of horizontal cross-sectoral policies emphasised the need for cooperation between actors and interconnection

between different areas of administration, highlighting the fact that racism is a complex issue transcending narrow administrative boundaries.

However, qualitative research shows that the implementation of the Plan was characterised by **heterogeneity between actions and actors**, linked both to varying degrees of administrative readiness and to the absence of a coherent implementation system.

Moreover, despite the existence of a common framework, a **coherent “strategic architecture”** with a clear intervention logic **was not fully developed**, that is, one establishing explicit links between problems, objectives, outputs and expected outcomes. Instead, the Plan often functioned as an aggregative framework, bringing together actions under thematic pillars without always integrating them into a unified and operational theory of change.

In this context, a number of **critical structural weaknesses** emerged which significantly affected implementation. Many actions remained at the level of intention without clear timetables or accountability mechanisms, which created the risk of fragmented implementation. At the same time, the success of the Plan depended to a large extent on cross-sectoral cooperation between ministries and services, a process that has traditionally been a weak point in Greek public administration. The wide range of actions and the absence of prioritisation made it difficult to establish a coherent operational direction, while the limited provision for evaluation, in the sense of a lack of specific indicators for measuring progress, significantly hindered the systematic assessment of the effectiveness of the interventions.

This situation was exacerbated by **external factors**. The COVID-19 pandemic was an obstacle to the smooth implementation of certain interventions. At the same time, the dependence of certain actions on European funding or programmes limited their coherence and sustainability, as progress was often determined by the availability of resources rather than by a binding national implementation mechanism.

Based on the data from the qualitative research for the evaluation of the 1st National Action Plan against Racism and Intolerance and the research into citizens' attitudes and experiences regarding discrimination, conducted as part of the ECOSYSTEM project¹¹³, the **NCRI** significantly contributed to **the institutional visibility of this field and the creation of a permanent forum for dialogue**. The participation of Civil Society representatives was crucial, particularly in terms of transferring experiences from the field and highlighting the needs of communities affected by discrimination. Nevertheless, this participation was not sufficiently institutionalised and was often limited to consultation stages, without being accompanied by stable mechanisms for joint decision-making or accountability.

In the context of the above research, representatives of the public administration highlighted that the implementation of the Plan depended significantly on the adequacy of available human resources and that the foreseen actions remained fragmented and limited

¹¹³ See footnote 78 above.

in geographical or thematic scope. They also emphasised the need to strengthen services, particularly with regard to the recording of incidents of discrimination, and the training of public officials, police officers and judges.

Independent institutions such as the **Greek Ombudsperson and the GNCHR**, which participate in the NCRI, highlighted the fact that significant gaps in the victims' access to protection mechanisms remain, as well as in the consistency of procedures for addressing discrimination. In particular, the absence of a unified system for recording incidents of discrimination is noted as a systemic weakness limiting policy documentation and coordination between services, a finding fully in line with the Plan's commitment to "improve statistical data", which has been partially implemented.

Organisations representing communities affected by discrimination, such as Roma, LGBTIQ+ persons, migrants, refugees and people with disabilities, emphasised the need for more meaningful participation in policymaking. Although the Plan provides for "strengthening participation", the implementation of this provision was less evident in practice, and as a result interventions did not always reflect the real and diverse needs of the affected groups.

One of the most consistent and recurring findings of the qualitative assessment concerns the absence of a **unified system for monitoring and evaluating** the Plan. Although the NAPAR 2020-2023 provides for annual monitoring and evaluation, the necessary mechanisms were not developed, nor were stable indicators defined that would allow for the systematic assessment of progress. Implementation relied mainly on fragmented records from different bodies, without a coherent methodology. This gap is also identified in international observations: both the European framework against racism and the UN committees (especially CERD) emphasise the need for systematic documentation, something that Greece has not yet fully institutionalised. The absence of such a mechanism has significantly limited the Plan's ability to function as a policy management tool and not only as a framework of intentions.

The period 2023-2025, which followed the reference period of the Plan, confirms that the Plan functioned more as a **tool for institutional convergence** than as a tool **for measurable change**. The country acquired a common policy framework, a mechanism for dialogue and individual positive deliverables (guides, trainings, information tools). However, the absence of a systematic monitoring and evaluation system limited the possibility of producing coherent and documented results.

Overall, the NAPAR 2020-2023 constituted an important institutional effort to establish a public policy framework for combating racism. It contributed to the development of a basic framework for action, strengthened cooperation among the relevant stakeholders and laid the foundations for a more coherent approach to addressing the phenomenon. However, its implementation proved operationally uneven, with inconsistent progress across individual actions and implementing bodies, as well as limited use of the envisaged monitoring system.

At the same time, the Plan covered a broad range of thematic areas without a clear prioritisation of objectives, which increased the risk of fragmented implementation. As a result, the Plan proved more effective as a tool for coordinating and bringing together existing policies and actions than as a mechanism capable of guiding a unified and measurable process of policy change.

The experience of the 2020-2025 period indicates that the next Plan should strengthen:

- the overall intervention logic and operational coherence;
- the evidence base and monitoring system;
- the institutional participation of communities;
- the continuous training of professionals;
- and sustainable funding.

so that the policy can move beyond the role of a strategic framework and evolve into an effective mechanism for social change.

2.4 Challenges to be addressed by the new plan

Developments in recent years have made the adoption of a more **coherent, systematic and resilient anti-discrimination policy** necessary. The persistence and the changing forms of racist violence, consistently high levels of social prejudice and mistrust of institutions create an environment in which the protection of rights cannot be taken for granted. Public services are required to operate according to uniform criteria and stable procedures, while victims' access to effective protection mechanisms remains uneven. The need for the systematic recording of incidents, the documentation of reality and the reliable monitoring of policy implementation is emerging as a critical issue, as the absence of uniform data limits the possibility of targeted interventions.

At the same time, addressing discrimination requires **increased administrative capacity and consistent coordination** between agencies that have often operated in a fragmented manner or with varying degrees of preparedness. Anti-racism policy remains a deeply cross-cutting field, requiring cooperation between many areas of public administration, the integration of the equality dimension into administrative practices, and the coherent use of prevention, monitoring and support tools. Empowering professionals who come into contact with vulnerable groups, the need for upgrading frontline services and ensuring stable funding are integral parts of this challenge.

Equally important is the need for **meaningful participation by communities** affected by discrimination. Experience from previous years shows that their participation often remains limited or fragmented, resulting in policies that do not always adequately reflect their experiences, needs and priorities. Strengthening dialogue mechanisms and promoting active participation are key factors in the effectiveness and legitimacy of interventions.

Finally, **the environment in which anti-racism policy is developed is becoming increasingly complex**. The increasing use of artificial intelligence (AI) in areas such as social welfare, security and public administration creates new challenges for the protection of

fundamental rights, in particular equality, non-discrimination and human dignity. New forms of hatred and exclusion are emerging in the digital sphere, while intersectional discrimination and multiple vulnerabilities create complex needs that cannot be addressed with traditional tools. Errors and biases in algorithms, particularly in applications such as predictive policing and online content moderation, can lead to disproportionate targeting and indirect stigmatisation of groups with protected characteristics. In addition, AI systems only recognise pre-programmed patterns of behaviour, resulting in a limited ability to respond to human diversity (e.g. they may exclude candidates during the recruitment process (discrimination in employment) because they are unable to understand different ways of speaking (e.g. a person with speech problems). This highlights the need for effective social and legal oversight to ensure that the development and use of AI go hand in hand with the fight against discrimination and respect for human rights.

Within this framework, the new National Action Plan is called upon to respond to a set of complex and interrelated challenges. **It needs to ensure coherence, coordination, documentation, participation and adaptability** in order to be an effective public policy tool and contribute substantially to reducing discrimination and intolerance in the country.

2.5 SWOT analysis

This section presents a synthetic analysis of the current situation and prospects of the national policy framework for combating racism and intolerance, using the SWOT methodology (Strengths, Weaknesses, Opportunities, Threats).

The SWOT analysis serves as a tool for strategic transitioning from the assessment of previous experience to the design of targeted, realistic and evidence-based policy choices, enhancing the coherence, functionality and resilience of the new design in the face of complex and changing challenges.

The analysis aims to identify critical internal and external factors that influence the effectiveness of interventions and will determine the success of the new NAPAR for the period 2026-2029.

Figure 3 : Internal and external factors affecting the design and effectiveness of the NAPRI 2026-2029, based on the SWOT methodology

<p>STRENGTHS</p> <p>Institutional coordination mechanism, through the operation of the National Council against Racism and Intolerance, which provides a framework for strategic guidance and cross-sectoral cooperation.</p> <p>Policy oversight in the field of human rights (General Secretariat for Equality and Human Rights), which facilitates the horizontal integration of the principle of equal treatment in public policies.</p> <p>Legislative framework, which covers the main forms of discrimination, hate speech and racist crime, providing an adequate regulatory basis for the implementation of specific interventions.</p> <p>Alignment with the European and international institutional framework, which strengthens the compatibility of national policies with the country's commitments.</p> <p>Administrative and operational experience and specialised knowledge gained from the implementation of the previous National Action Plan against Racism and Intolerance, which can be exploited more systematically and allows for better targeting, a more realistic prioritisation of interventions and improved implementation planning.</p> <p>Operation of specialised mechanisms for investigating incidents of racist violence and arbitrariness, which strengthen the institutional response.</p> <p>Recognition of the cross-cutting and intersectional nature of discrimination as a basis for designing strategic interventions.</p> <p>Cooperation with civil society organisations that contribute with expertise, data and direct contact with the field.</p> <p>Implementation of training and education actions for front-line professionals, which contribute to the functional upgrading of the competent bodies and the improvement of policy implementation in the field.</p> <p>Expansion of interventions funded by the regular budget, ensuring their sustainability.</p>	<p>S</p> <p>W</p>	<p>WEAKNESSES</p> <p>Under-reporting of incidents of racism and discrimination, which continues to limit the accurate depiction of the extent and intensity of these phenomena.</p> <p>Lack of a unified and interoperable data collection and analysis system, which hinders the systematic monitoring of individual components of racism and intolerance for the purpose of evidence-based policy specification and evaluation.</p> <p>Heterogeneity of administrative and operational capacity among the implementing bodies involved.</p> <p>Limited linking of strategic objectives and actions to clear outcome indicators, making it difficult to assess effectiveness.</p> <p>Fragmented participation of affected communities, without institutionalised mechanisms for meaningful contribution.</p> <p>Weaknesses in accountability and internal control mechanisms, especially in cases of complaints against state bodies.</p> <p>Low visibility of the NCRI among citizens and the NAPRI at both institutional and citizen level.</p> <p>Lack of information about the national regulatory framework and complaint tools, both among the general population and vulnerable groups.</p> <p>Dependence of some interventions on external funding, without full integration into the regular budget.</p>
<p>OPPORTUNITIES</p> <p>Updating the relevant European framework (EU Strategy for Combating Racism 2026-2030), which creates opportunities for alignment and strengthening of national planning.</p> <p>The recommendations of international organisations (ECRI, CERD/UN) serve as a lever and guidance for action.</p> <p>Development of digital tools and platforms that can facilitate the recording of incidents/complaints, monitoring and access to services for victims, as well as interoperability and data exchange between the services involved.</p> <p>Increasing awareness of complex and new forms of discrimination, which strengthens institutional and social vigilance.</p> <p>Opportunity to strengthen the institutional participation of civil society.</p> <p>The horizontal nature of thematic interventions in the field of racism and intolerance, which broadens both synergies between national strategic plans and cross-sectoral cooperation.</p> <p>Availability of financial instruments that can support institutional reforms and administrative capacity building.</p>	<p>O</p> <p>T</p>	<p>THREATS</p> <p>Entrenched social prejudices and stereotypes, which continue to fuel and reproduce phenomena of exclusion and unequal treatment.</p> <p>Intensifying hate speech, misinformation and new forms of racism and intolerance, particularly in the digital environment, with increasing speed and reach.</p> <p>Practices that undermine trust in institutions, particularly in the areas of law enforcement and ineffective protection of victims.</p> <p>Risk of policy discontinuity or restriction of actions in the event of a change in focus, priorities or resource constraints.</p>

CHAPTER 3

Framework and Architecture of the NAPAR 2026-2029

3. Framework and architecture of the NAPAR 2026-2029

This chapter outlines the framework and architecture of the NAPAR 2026-2029, presenting the overall organisational logic of the Plan and the way in which its core thematic areas are structured. It further elaborates the strategic orientation and the five policy pillars that constitute the scope of intervention (prevention; response to racist crime and victim support; education and training; information and awareness-raising; governance and monitoring), as well as the guiding principles underpinning the overall design.

Subsequently, the chapter presents the core values and fundamental principles of the Plan, together with the methodological principles guiding its development, followed by the structure of the strategic objectives and priorities. The chapter concludes with a detailed specification of Pillars-Objectives-Actions framework, a description of target groups, the linkages with other national plans and strategies and, finally, the financing framework of the NAPAR 2026-2029.

3.1 Strategic orientation

The NAPAR 2026-2029 establishes the institutional framework for a **cohesive, resilient and equitable society**, in which every individual enjoys equal treatment, respect and protection from all forms of discrimination, hatred or racist violence.

The vision of the NAPAR 2026-2029 is encapsulated in the creation of an environment of trust, where the rights and freedoms of all citizens are safeguarded both institutionally and socially, and where institutions operate with transparency, evidence-based decision-making, and accountability.

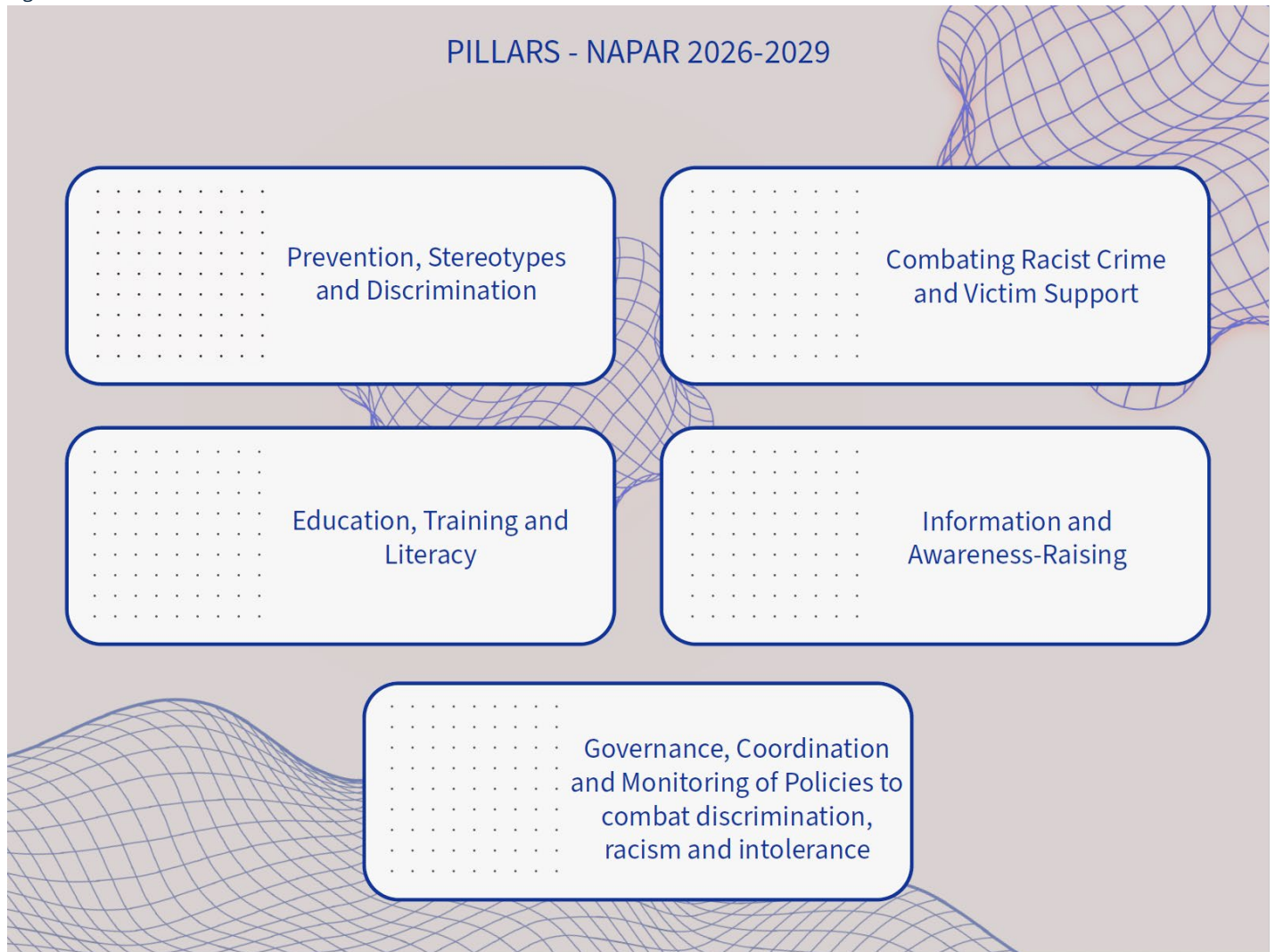
The NAPAR 2026-2029 constitutes the comprehensive, institutionally structured response of the State to the phenomena of discrimination¹¹⁴, exclusion and hate speech. It provides a horizontal framework that consolidates and coordinates the policies of all competent authorities, transforming the principle of equal treatment into a constant guiding standard of public action.

The strategic orientation of the Plan focuses on **safeguarding social cohesion, the rule of law and democratic resilience** through an approach that links prevention with response, education with accountability, and knowledge with citizen participation. The NAPAR 2026-2029 does not merely address the management of isolated incidents; rather it seeks to transform the institutional, administrative, and social conditions that enable their occurrence.

The strategic direction of NAPAR 2026-2029 is structured around **five key policy Axes-Pillars**, which reflect the breadth of state intervention.

¹¹⁴ For the protected characteristics defined by the legislator (see, for example, 82A of the Penal Code, Law 4443/2016).

Figure 4: Pillars of the NAPAR 2026-2029



Pillar 1: Prevention, Stereotypes and Discrimination

The focus of the first pillar is shaped by the need to strengthen the institutional preconditions that prevent unequal treatment. Prevention in this context is not confined to general principles; it encompasses the upgrading administrative procedures, the improvement of the quality of regulatory instruments and the integration of equality as a decision-making criterion at all levels of public administration. A key area of intervention concerns the combating of stereotypes and prejudices, primarily through fostering a shift in institutional culture, so that public services respond consistently and effectively to issues relating to diversity. This pillar also seeks to reduce deeper inequalities linked to social exclusion or limited access to essential services and goods, recognising that prevention requires continuous administrative flexibility and adaptation to real social needs.

Pillar 2: Combating Racist Crime and Victim Support

The focus of the second pillar centres on upgrading the way the State identifies, manages and addresses racist crime. A key priority is strengthening the reliability of recording and

documentation mechanisms, so that incidents are recognised promptly and accurately. Central to this effort is also the enhancement of institutional capacity to identify and assess racist motive—a process that requires specialised expertise as well as sustained cooperation among the authorities involved. The protection and empowerment of victims, and in particular their unhindered access to competent authorities, is of paramount importance, as it is directly linked to restoring trust in institutions and reducing the risk of re-victimisation.

This framework presupposes services capable of responding to the specific characteristics of each case, recognising that racist violence is not a homogeneous phenomenon, but rather manifests in diverse forms, with differing impacts on distinct social groups.

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Pillar 3: Education, Training and Literacy

The third pillar aims at systematic strengthening of the capacity of professionals who play a key role in addressing discrimination. Education in this context is not understood as general awareness-raising, but as a targeted capacity building process, tailored to the needs of each sector: public administration, law enforcement, education, labour inspection and oversight, and health services. This approach seeks to enhance the quality of institutional response, ensuring that officials responsible for implementing the principle of equal treatment are equipped with the necessary tools to identify discriminatory practices and address them effectively. At the same time, the pillar recognises the role of educational institutions in fostering social awareness of rights and diversity, promoting a gradual shift in attitudes with a positive impact both within the school environment and society at large. Education and training thus function as a key driver of social resilience. Literacy, particularly in the field of combating discrimination, further strengthens individuals' ability to know, understand and apply in practice the fundamental principles safeguarding equality, dignity and non-discrimination. It encompasses an understanding of fundamental rights, the recognition of exclusionary and racist phenomena, the development of critical thinking in relation to unequal practices, criteria and behaviours, and active participation in promoting inclusive attitudes and policies within social, educational, or workplace settings.

Pillar 4: Information and Awareness-Raising

Under this pillar, the strategic focus is organised around fostering an environment in which society has access to clear and reliable information on the phenomenon of discrimination and multiple forms of hatred. Awareness-raising is not intended merely to inform, but to shape collective behaviours that reduce the stigmatisation of specific social groups, taking into account that racism and intolerance constitute a substantive threat to the security and cohesion of a democratic society. A significant part of this pillar's focus concerns improving the quality and responsibility of public discourse, particularly where communication reaches a wide audience. At the same time, the role of the contemporary digital environment is acknowledged, as the dissemination of aggressive or distorted content may reinforce hate-

related phenomena; consequently, strengthening citizens' capacity to recognise and address such manifestations is essential.

Pillar 5: Governance, Coordination and Monitoring of Policies to combat discrimination, racism and intolerance

The focus of the fifth pillar concerns the overall coherence of the system and the long-term sustainability of the relevant policies and interventions. The implementation of anti-discrimination policies requires mechanisms capable of coordinating different authorities, ensuring common approaches, and producing comparable data. Furthermore, this pillar highlights the importance of cross-sectoral cooperation, recognising that issues of equality and non-discrimination do not fall within the remit of a single authority, but require shared institutional responsibility. In this way, it ensures that policies do not operate in a fragmented manner but are embedded within a framework characterised by clear strategic direction, transparency and accountability.

The overall strategy of the NAPAR 2026-2029 is grounded in four main guiding principles:

- 1 **Prevention before reaction:** policies focus on preventing discrimination, not solely on sanctioning it.
- 2 **Data and evidence:** policymaking is based on reliable data collection, trend analysis and continuous evaluation.
- 3 **Intersectionality and cooperation:** addressing racism requires coordinated action by all institutions, beyond administrative boundaries.
- 4 **Trust and participation:** the active participation of citizens and civil society is a prerequisite for the effective implementation of the Plan.

The NAPAR constitutes a long-term policy instrument, embedded within the framework of Greece's international commitments and aligned with the principles of the UN, the Council of Europe and the European Union. Its core objective is to strengthen the cross-sectoral approach to combating racism and discrimination, enhance institutional coordination and ensure the coherent implementation of the principle of equal treatment across public policies.

3.2 Core principles of the NAPAR 2026-2029

3.2.1 Core values and fundamental principles of the Plan

The NAPAR 2026-2029 is grounded in a set of values and principles that reflect the State's commitment to democracy, the rule of law, and respect for human dignity. These principles do not constitute abstract declarations; rather they serve as institutional guiding elements for the design, implementation, and evaluation of all public policies related to the prevention and combating of racism and intolerance.

1. Respect for human dignity and human rights

The protection of human dignity and human rights lies at the core of the Plan. All interventions are founded on the recognition that every individual, regardless of origin, religion, gender, disability, sexual orientation or other characteristic, is entitled to full respect and equal

treatment. This principle expresses the democratic obligation of the State to ensure the conditions necessary for the free development of the personality of every citizen.

2. Equality and non-discrimination

Equality constitutes the institutional cornerstone of the NAPAR and is transformed from a constitutional principle into a practical policy instrument. The Plan promotes substantive equality of opportunities, rights and access, addressing not only overt forms of racism but also indirect, structural or institutional discrimination. The principle of non-discrimination is integrated into every stage of public policy – from design to implementation and evaluation.

3. Democracy and the rule of law

Combating racism is not a fragmented policy choice, but a prerequisite for the proper functioning of the rule of law. The NAPAR is grounded in the democratic principle that public institutions must operate with transparency, accountability and respect for fundamental rights. Addressing hate crimes, protecting victims and ensuring institutional accountability constitute tangible expressions of this commitment.

4. Social cohesion and solidarity

The Plan recognises that the prevention of racism is directly linked to the security, cohesion and stability of society. Solidarity and social inclusion are treated as prerequisites for peaceful coexistence and sustainable development. The policies of the NSAP seek to empower groups possessing protected characteristics, strengthen bonds of trust, and reduce inequalities that generate exclusion.

5. Participation and active citizenship

The success of the Plan depends on the participation of citizens. Active citizenship and engagement in social life are regarded as fundamental components of democratic resilience. The NAPAR promotes cooperation with civil society, local authorities and social partners, recognising that racism can only be effectively addressed through collective action.

6. Justice, transparency and accountability

Institutional transparency and accountability constitute guarantees of credibility and public trust in the State. The Plan incorporates mechanisms for monitoring, evaluating and the publication of results, ensuring that each action is measurable and accountable to society as a whole. This principle links the fight against racism to the broader effort to modernise and strengthen the institutionally maturity of the public administration.

7. European and international orientation

The Greek State situates the Plan within the European and international framework for the protection of human rights. Alignment with the principles of the UN, the Council of Europe and the European Union, ensures the compatibility of national policies with international standards and enhances the country's credibility in the field of rights. International cooperation serves as a driver for improvement, the exchange of expertise, and the strengthening of institutional capacity. The actions envisaged take into account the recommendations

addressed to Greece by international human rights monitoring mechanisms, in particular the supervisory bodies of the United Nations human rights conventions.

8. Human security and protection of vulnerable groups

The protection of vulnerable populations lies at the core of the Plan. The concept of human security goes beyond a narrow criminal-law approach and encompasses social, economic and psychological protection. The NAPAR addresses racist crime and discrimination through the lens of prevention, care and social reintegration.

9. Institutional continuity and policy sustainability

Addressing racism requires stability and consistency in policymaking. The Plan incorporates mechanisms ensuring institutional continuity, avoiding fragmentation and guaranteeing that its policies are maintained, evaluated and continuously improved. The sustainability of actions is regarded as a criterion for success equal to their immediate effectiveness.

10. Multi-level governance and cooperation

Finally, the NAPAR is grounded in the principle of multi-level governance: cooperation among central government, local authorities, independent Authorities, and social partners. Multi-level cooperation is not merely an organisational tool, but an expression of the democratic balance that the Plan seeks to promote.

In summary, the values underpinning the NAPAR 2026-2029 reflect a shift from a reactive approach to racism towards institutional **prevention, security, resilience and inclusion**. They embody a vision of the State not as a punitive actor, but as a guarantor of rights, a driver of social cohesion, and an institutional pillar of citizens' trust.

3.2.2 Methodological principles for the development of the NAPAR 2026-2029

The development of the NAPAR 2026-2029 is grounded in a set of principles that ensure the coherence, transparency and operational effectiveness of public policy. These principles guide the design, implementation and evaluation of actions and form the basis for cooperation among the actors involved.

1. Holistic and systemic approach

Combating racism and intolerance requires coordinated interventions across multiple sectors. The methodology underpinning the development of the NAPAR is based on a holistic understanding of the phenomenon and on recognising the interdependencies among education, justice, social policy, employment, security and communication. The integration of this approach ensures that actions do not operate in isolation but rather reinforce one another.

2. Cross-sectoral coordination and institutional cooperation

The effective implementation of a horizontal plan presupposes formalised mechanisms of cooperation. The allocation of responsibilities, the clear definition of roles, and continuous communication among services and partners constitute critical parameters. The existence of

the central coordinating body (NCRI) enables the coordination of planning, the coherent implementation of actions, the avoidance of overlaps and the uniform monitoring of progress.

3. Participatory planning

The planning process is based on the active involvement of relevant stakeholders and social partners. The engagement of civil society organisations, experts and human rights organisations strengthens the legitimacy and acceptance of the Plan. The participatory process also contributes to a better understanding of existing needs and to the formulation of policies that effectively respond to real conditions.

4. Accessibility and universal design

Throughout the design, implementation, and evaluation of interventions, due consideration is given to accessibility for persons with disabilities and to the principles of Universal Design, ensuring that all infrastructure, services, both physical and digital, and information materials are accessible to all, without discrimination or exclusion.

5. Evidence base and needs analysis

The design of actions is grounded in a systematic analysis of the existing situation. The methodology includes the collection and assessment of data, the mapping of existing policies, the identification of gaps, and the analysis of social trends. This evidence-based approach ensures that interventions are grounded in reality and produce measurable impact. At the same time, the design of actions takes into account the priorities of each competent authority, the level of maturity of proposed actions, and the operational capacity of the implementing bodies.

6. Common framework of objectives

Actions are organised within a unified logical framework with clearly defined objectives and expected results. A shared system of objectives enables comparability and the assessment of individual interventions in relation to the overall goals of the Plan. The Prevention-Response and Education-Awareness approach defines a comprehensive planning framework.

7. Synergy and coherence with other policies

The development of horizontal plans requires coordination with relevant national and European strategies. Synergies with policies on equality, social inclusion, youth, or human rights enhance coherence and make effective use of existing structures and resources. This methodological principle ensures that the Plan is organically integrated into the broader framework of public policies.

8. Human rights-based orientation

The approach of the Action Plan is guided by the principles of equality, non-discrimination and respect for human dignity. Each intervention is assessed on the basis of its impact on the rights and citizens' access to public services. The human rights-based approach constitutes a constant point of reference point for the design and evaluation of all actions.

3.3 Strategic objectives and priorities of the Plan

The NAPAR 2026-2029 is developed on the basis of a coherent framework of Strategic Objectives covering the full spectrum of public intervention: from prevention and awareness-raising to institutional accountability and social reintegration. These objectives do not operate in isolation; rather, they form a unified policy architecture that links knowledge, prevention, enforcement and rehabilitation within an integrated cycle of policy action.

Strategic Objective 1: Prevention of racism and intolerance through the deconstruction of stereotypes, prejudices and unequal treatment practices that sustain social exclusion and inequalities

The first Strategic Objective focuses on establishing a coherent prevention framework combining institutional tools, administrative mechanisms, and targeted support policies. Its underlying rationale is based on:

- **Embedding equality as an institutional obligation**, through national strategies and the regulatory framework addressing violence, gender-based abuse and human trafficking.
- **Upgrading administrative functioning to prevent discriminatory practices**, through the introduction of codes of conduct, complaint mechanisms, digital applications and clear rules of professional behaviour.
- **Strengthening social protection for groups facing heightened risks of exclusion**, such as persons with disabilities, refugee and migrant women, unemployed individuals and women in situations of detention.
- **Facilitating access to essential services**, through targeted employment programmes, digital services and enhanced health and family support structures.

In this way, the Objective links the prevention of discrimination to a comprehensive institutional and social intervention, addressing both the normative framework and the effective safeguarding of rights.

Strategic Objective 2: Strengthening the State's capacity to prevent, detect, investigate and effectively address racist crimes, while ensuring the protection and support of victims

The second Strategic Objective focuses on the functioning of the State's in responding to racist crime and on empowering victims through specialised protection mechanisms. Its development is structured around two distinct yet complementary lines of intervention:

- **Enhancing the operational capacity of competent authorities**, through specialised investigative projects, technological tools, improved recording procedures, and the protection of premises and groups targeted by hate, as well as the development and expansion of systems for recording, documenting, and reporting incidents of racist violence.
- **Developing support channels for victims**, through tailored reception conditions, intercultural mediation and targeted information on rights and available services, alongside **strengthening institutional oversight of equal treatment** through interventions focusing on groups at heightened risk of discrimination, including persons with disabilities.

In this way, the Strategic Objective covers the entire response chain: from identification and recording to investigation, referral, and the effective protection of victims.

Strategic Objective 3: Strengthening the principles of equality, respect, democracy and non-discrimination at all levels of education and public administration

The third Strategic Objective recognises education and training as key drivers for transforming institutional culture and social attitudes. Its strategic approach is developed across three complementary levels:

- **Education and training of professionals in areas in high responsibility sectors**, such as asylum and reception services, the Labour Inspectorate, accommodation and temporary reception facilities, Migrant Integration Centres / Community Centres and correctional institutions, with the aim of preventing discrimination in practice and ensuring the proper application of the legal framework.
- **Promoting intercultural and human-centred education** in schools and higher education through programmes addressing gender-based violence, racism, xenophobia, Holocaust remembrance, and human rights, so that younger generations develop a critical stance towards intolerance.
- **Training of public administration officials**, through specialised programmes on the principles of equality, gender discrimination, intolerance and hate speech, alongside continuous updates on international developments in the field of combating racism.

Through this approach, the Strategic Objective links the everyday practice of public services with the long-term societal change fostered through education and continuous professional development.

Strategic Objective 4: Strengthening social awareness and public understanding of racism, intolerance and discrimination

The fourth Strategic Objective structures information and awareness-raising interventions within a coherent public communication framework, targeting both the general public and specific population groups. Its strategy is based on:

- **Promoting positive public discourse and addressing hate speech in the media** through campaigns, training initiatives for journalists and media professionals, and the promotion of equality as a cornerstone of professional ethics.
- Designing and implementing of:
 1. **Targeted awareness campaigns for the prevention of discrimination**, with an emphasis on gender-based and domestic violence, sexual and reproductive health, the protection of persons with disabilities, the integration of refugees, migrants and Roma, as well as the prevention of racist violence online.
 2. **Horizontal public information interventions aimed at the general population**, using print and audiovisual material, digital communication channels and partnerships with local and institutional actors, in order to highlight multiple forms of discrimination and strengthen social dialogue.

This Strategic Objective serves as a bridge between institutional interventions and social consciousness, reinforcing the active participation of citizens in the prevention and condemnation of discrimination.

Strategic Objective 5: Ensuring the coherent implementation of policies to combat discrimination, racism and intolerance through institutional coordination, cross-sectoral cooperation and systematic monitoring

The fifth Strategic Objective concerns the manner in which policies addressing discrimination, racism and intolerance are implemented, monitored and improved. Their effectiveness depends on sound governance, effective coordination and the capacity for evidence-based monitoring and policy refinement. The strategy underpinning this objective is structured around:

- **Cross-sectoral cooperation in the implementation of equality policies** and anti-discrimination measures, through stable coordination mechanisms among ministries, public services, and relevant bodies, particularly in the fields of gender-based violence and complex forms of racism.
- The **establishment of unified systems for monitoring and evaluating policies against discrimination, racism and intolerance**, through central digital platforms, the strengthening of advisory bodies, and the systematic publication of annual reports documenting progress and identifying implementation gaps.
- **Strengthening accountability and transparency in public policy**, ensuring that monitoring data and findings inform policy revision and adaptation to real and evolving needs.

Through this framework, the Strategic Objective functions as the governance backbone of the Plan itself, ensuring that the interventions under the preceding objectives are not implemented in a fragmented manner, but are integrated into a unified, transparent, and coherent cycle of public policy.

*The NAPAR 2026-2029 structures its priorities around a coherent policy cycle: **prevention – response – education – awareness – governance**.*

This structure enables coordinated action by all public bodies, continuous evaluation of results, and the ongoing improvement of policies.

The strategic orientation of the Plan seeks to:

- *facilitate the transition from isolated initiatives to a unified equality policy;*
 - *link prevention with justice and rehabilitation;*
 - *strengthen capacities, knowledge and understanding; and*
 - *foster a society that embraces diversity as a source of cohesion rather than fragmentation*
-

3.4 Specification of the Plan's pillars, objectives and actions

This section further elaborates the structure and content of the NAPAR 2026-2029, presenting in detail the Pillars, the Strategic and Specific Objectives, as well as the full set of actions proposed by the competent authorities within the scope of their respective mandates and policy areas.

For reasons of clarity, coherence and effective monitoring, **the actions are classified into core actions and supporting actions:**

- **Core actions** constitute new or reinforced interventions that are directly linked to the implementation of the Specific Objectives of the Plan and form the principal focus of monitoring, evaluation and coordination within the framework of the NCRI.
- **Supporting actions** concern ongoing interventions that are already being implemented by the competent authorities as part of their established institutional and operational functions. They do not constitute new initiatives but contribute complementarily to the achievement of the Plan's objectives, strengthening the broader policy environment for equality and the fight against discrimination, without being subject to the same systematic monitoring framework as the core actions.

This structure clearly reflects the intervention logic of the Plan, ensures the distinction between strategic priorities and existing policies, and supports the coherent and realistic implementation of the NAPAR.

Pillar 1: Prevention, Stereotypes and Discrimination

Strategic Objective 1: Prevention of racism and intolerance through the deconstruction of stereotypes, prejudices and unequal treatment practices that sustain social exclusion and inequalities

Strategic Objective 1 focuses on establishing a coherent framework for preventing unequal treatment, through the strengthening of institutional safeguards, the upgrading administrative mechanisms, and the promotion of targeted social inclusion policies. The approach is grounded in the principle that prevention of discrimination requires a combination of institutional reforms, effective enforcement mechanisms, and targeted support for vulnerable groups, with the aim of reducing structural inequalities and strengthening social cohesion.

Specific Objective 1.1 Strengthening institutional safeguards of equality, non-discrimination and protection of fundamental rights

Specific Objective 1.1 focuses on the systematic consolidation and implementation of the principles of equality, non-discrimination, and the protection of fundamental rights across the entirety of public administration. In this context, the role and functioning of the NCRI are reinforced, and national strategies and action plans from different thematic policy fields are leveraged in a complementary manner to the present Plan. These instruments collectively strengthen institutional safeguards for the prevention of discrimination, the protection of vulnerable groups, and the addressing of structural inequalities.

The Specific Objective includes the following **core actions**:

- Strengthening the institutional intervention capacity of the NCRI: expanding the institutional representation of the NCRI based on identified needs, and systematically monitoring the State's response and level of compliance with the Council's opinions, recommendations, proposals, etc. (NCRI)
- Development of a monitoring tool for the implementation of international human rights conventions, designed to record and manage all recommendations addressed to the country by the competent bodies (such as UN Convention Bodies, CERD, ECRI, CRC and GREVIO and GRETA) (Ministry of Social Cohesion and Family Affairs)

The above actions are complemented by the following **supporting action**:

- Institutional reforms / legislative initiatives concerning the legal framework of judicial support (legal guardianship) (Ministry of Justice)

Specific Objective 1.2 Strengthening mechanisms for the prevention and response to discrimination and racist conduct

Specific Objective 1.2 aims to reinforce and functionally upgrade the mechanisms that ensure the prevention, early identification, and response to violations of the principle of equal treatment and to racist behaviour at every stage of administrative operations. The approach includes strengthening accountability, complaint and oversight mechanisms, leveraging digital governance tools, and embedding standards of professional ethics, with the objective of enhancing transparency, safeguarding citizens' rights, and reinforcing public trust in the administration.

The Specific Objective includes the following **core actions**:

- Prohibition of racial profiling by police personnel (Ministry of Citizen Protection)
- Online platform for reporting incidents of arbitrariness (Ministry of Citizen Protection)
- Updating the Code of Ethics for Police Officers (Ministry of Citizen Protection)
- Participation of civil society and social partners, and representation of groups with protected characteristics- establishment of stable communication channels between Heads of Departments and Offices for Combating Racist Violence with representatives of civil society organisations and socially vulnerable groups (Ministry of Citizen Protection)
- Design and drafting of a guide on the non-use of racist language and hate speech, with distribution and implementation across all bodies of the broader public sector (KETHI)

The above actions are complemented by the following **supporting action**:

- Drafting of a guide on the use of inclusive language in administrative documents and in general communication within the Ministry of Foreign Affairs (Ministry of Foreign Affairs)

Specific Objective 1.3 Reducing discrimination and exclusion through targeted policies supporting vulnerable groups and access to services

Specific Objective 1.3 focuses on the implementation of targeted social inclusion policies aimed at ensuring equal access for vulnerable groups to social, employment, health and administrative services. By removing practical barriers to access and strengthening the

autonomy and participation of beneficiaries, the objective seeks to reduce social exclusion and inequalities linked to discrimination.

The Specific Objective includes the following **core actions**:

- Provision of information to asylum seekers at Regional Services of the Reception and Identification Service regarding gender-based violence, human trafficking, access to lawful employment and labour rights, prevention of sexual exploitation and abuse, the phenomenon of racism and the protection of their rights (Ministry of Migration & Asylum)
- Roma social integration actions in the fields of education, employment, health, social services, infrastructure (Ministry of Social Cohesion and Family Affairs)
- Operation of Roma branches and Migrant Integration Centres / Community Centres (Ministry of Social Cohesion and Family Affairs)

The above actions are complemented by the following **supporting** actions:

- Protection and strengthening of access to rights for refugee, migrant and third-country national women through coordinated awareness, prevention, and response actions addressing gender-based and domestic violence, with emphasis on multiple discrimination, in cooperation with international organisations, embassies and migrant organisations (Ministry of Social Cohesion and Family Affairs)
- Support for women detainees and their families – Design and implementation of the project “Gender, Family, Imprisonment” in cooperation with KETHI and the private legal entity EPANODOS (Ministry of Social Cohesion and Family Affairs)
- Targeted local social inclusion planning through the development of Local Integrated Action Plans for Roma Social Inclusion by local authorities (Ministry of Social Cohesion and Family Affairs)
- WASH programme for access to clean water, sanitation and infrastructure in Roma settlements, combined with educational programmes to empower Roma communities on hygiene and prevention (Ministry of Social Cohesion and Family Affairs in cooperation with UNICEF)
- Special Employment Programme for the recruitment of unemployed persons with disabilities in first-tier local authorities (1,000 jobs) (Ministry of Labour and Social Security)
- Strengthening support for vulnerable groups through digital tools and DYPA-OECD cooperation, improving accessibility to services (Ministry of Labour and Social Security)
- Business subsidy programme for the employment of 3,000 unemployed persons and 7,000 unemployed persons facing labour market integration barriers (Ministry of Labour and Social Security)
- myDYPAlive digital service (Ministry of Labour and Social Security)

*The Pillar “**Prevention, Stereotypes and Discrimination**” constitutes the core prevention pillar of the NAPAR 2026-2029 for combating racism and intolerance.*

The Pillar sequentially covers the institutional level of policy formulation and coordination, the administrative implementation of the principle of equal treatment, and the removal of practical barriers that restrict vulnerable groups' access to services and rights.

The actions under this Pillar contribute to the gradual strengthening of social cohesion and the creation of an environment of trust and respect for human rights, thereby establishing the necessary conditions for the effective implementation of the subsequent pillars of the Plan.

Pillar 2: Combating Racist Crime and Victim Support

Strategic Objective 2: Strengthening the State's capacity to prevent, detect, investigate and effectively address racist crimes, while ensuring the protection and support of victims

Pillar 2 focuses on establishing a comprehensive system for the prevention, recording, and response to incidents of racist crime, while simultaneously strengthening victims through support structures and mechanisms ensuring access to justice. The strategy provides for both the upgrading of the operational capacities of the competent authorities and the improvement of the quality of documentation, referral, and protection procedures, as prerequisites for the effective tackling of racist crime and the meaningful rehabilitation of victims.

Specific Objective 2.1 Strengthening systems for recording, documenting and monitoring incidents of racist crime

Specific Objective 2.1 focuses on the systematic improvement of mechanisms for recording, documenting and monitoring incidents of racist crime through cooperation networks, digital tools and specialised units. The aim is to ensure reliable recording, transparency and the formulation of evidence-based policies grounded in actual data. The actions under this Specific Objective include, beyond mechanisms dedicated to recording racist violence, horizontal systems for identifying and documenting complex victimisation patterns, thereby contributing to the timely protection of vulnerable populations.

The Specific Objective includes the following **core actions**:

- Strengthening the operational response of the Departments and Offices for Combating Racist Violence and improving the Hellenic Police recording system for incidents of racist violence. (Ministry of Citizen Protection)
- Systematic recording of all incidents of racist violence concerning residents of the Regional Services of the Reception and Identification Service (Ministry of Migration & Asylum)
- Strengthening the Asylum Service for the recognition, recording and assessment of incidents of racist violence and discrimination (Ministry of Migration & Asylum)
- Strengthening the operation and improving procedures for the detection and identification of victims and potential victims of human trafficking through the National Referral Mechanism (Ministry of Foreign Affairs)

The above actions are complemented by the following **supporting** actions:

- Operation of the dedicated hotline 11414 and online complaint form (Ministry of Citizen Protection)
- PRESERVE project -Ethical and Privacy-preserving Big Data platform for Supporting criminal investigations – aims assisting law enforcement authorities in combating cybercrime and terrorism by identifying key groups and users involved in activities such as hate speech, child sexual abuse, terrorism and drug trafficking, and by using this information to optimise the allocation of police resources (Ministry of Citizen Protection)
- Network for recording incidents targeting religious sites and publication of an annual report (Ministry of Education, Religious Affairs and Sport)

Specific Objective 2.2 Upgrading the operational response of State institutions to support victims of racist violence (police, criminal justice, inter-agency coordination)

Specific Objective 2.2 aims to strengthen the operational capacity of State institutions to prevent, investigate and address racist crimes through specialised training, the use of technological tools, scientific evidence and enhanced cross-sectoral coordination. These actions under this Specific Objective promote a modern, flexible and effective response to manifestations of racist violence.

The Specific Objective includes the following **core actions**:

- Specialised Services for Combating Racist Violence-strengthening services to ensure the effective implementation of existing anti-racism legislation, the investigation of complaints, the identification of perpetrators of racist crimes, the substantial reduction of such phenomena, and the protection of vulnerable social groups (Ministry of Citizen Protection)
- CLARUS project-Building clarity and preventing bias in digital forensic examination: the project examines factors such as communication practices, established procedures, organisational culture, behavioural patterns, as well as linguistic and gender-related parameters that may contribute to biased judgements and flawed decision-making during the examination and investigation of digital evidence at the organisational level (Ministry of Citizen Protection)
- DISMANTLE project-Improving police response to discrimination, racism and intolerance: the project focuses on enhancing the response capacity of police authorities in Germany, Spain, Greece and Cyprus to incidents involving discrimination, racism, anti-Semitism, LGBTIQ+ phobia and other forms of discrimination (Ministry of Citizen Protection)
- EXODUS project-Strengthening the capacity of the criminal justice system to recognise and address crimes motivated by antisemitism (Ministry of Citizen Protection)

The above actions are complemented by the following **supporting** actions:

- Provision of **services and facilitation of access to justice for vulnerable victims** - "Development of a National Open Register of Sign Language Interpreters" for use in civil and criminal proceedings" - Actions for implementation of specific projects aimed at strengthening access of persons with disabilities to legal services and legal aid, etc. (Ministry of Justice)

- Targeted inspections by labour inspectors concerning equal treatment, in enterprises employing persons with disabilities (Ministry of Labour and Social Security/Labour Inspectorate)

Specific Objective 2.3 Support for victims of racist violence

Specific Objective 2.3 focuses on strengthening the protection, support and empowerment of victims of racist violence through the development of accessible information, referral and support mechanisms, as well as improved coordination among the competent authorities. The aim is to facilitate victims' access to protection services, administrative and legal assistance and specialised support, in a manner that takes into account the specific needs of vulnerable populations and contributes to restoring their trust in institutions.

The Specific Objective includes the following **core actions**:

- Creation and pilot operation of a digital platform for victims of racist crime (<https://racism-victim-support.gr/>) (Ministry of Social Cohesion and Family Affairs)
- Drafting and production of a Guide for civil servants and public officials entitled "Public administration and racist crime" (Ministry of Social Cohesion and Family Affairs-NCRI)
- Evaluation and reassessment of the provision of special reception conditions in the context of supporting and empowering victims of racist violence (Ministry of Migration & Asylum)
- Development of a mechanism within the Asylum Service for the referral of victims of racist violence and discrimination (Ministry of Migration & Asylum)
- Preparation of information material on existing structures and available support services for victims of racist violence, whether provided by the State or by other actors (e.g. NGOs) (Ministry of Citizen Protection)

The pillar "Combating Racist Crime and Victim Support" substantially strengthens the State's capacity to prevent, detect and address incidents of racist crime, while also empowering victims of racist violence and vulnerable populations through structured support mechanisms and services.

The combined implementation of its actions contributes to the establishment of a more transparent, evidence-based and effective protection system, thereby reinforcing public trust and social cohesion.

Pillar 3: Education, Training and Literacy

Strategic Objective 3: Strengthening the principles of equality, respect, democracy and non-discrimination at all levels of education and public administration

Pillar 3 focuses on the systematic enhancement of the knowledge, skills, and capacities of professionals and citizens in matters of equality, human rights and the prevention of discrimination. The strategic intervention recognises education as a fundamental mechanism for preventing racism, as it fosters understanding, institutional preparedness, and active participation in addressing manifestations of intolerance.

Specific Objective 3.1 Development of training programmes for professionals in high responsibility sectors (police, health, social services, labour)

Specific Objective 3.1 focuses on strengthening the skills of professionals operating in critical sectors where professional responsibilities are directly linked to the exercise of authority, the provision of services, or decision-making affecting vulnerable groups. The development of appropriate training programmes contributes to the prevention of discrimination, the improvement of service quality, and the consolidation of a culture of equality within public administration.

The Specific Objective includes the following **core actions**:

- Training of professionals working in Accommodation Shelters for Unaccompanied Minors and in Semi-Autonomous Accommodation Units for Unaccompanied Minors, as well as professionals of Guardianship Service Providers, on human rights education and how its application can contribute to the prevention and response to racism and intolerance (Ministry of Migration & Asylum)
- Training of staff of the Reception and Identification Service on the following thematic areas: Child Protection and Safeguarding, Prevention and Response to Gender-Based Violence, Prevention of Sexual Exploitation and Abuse, Identification and Response to Racist Violence, and issues concerning applicants for international protection with diverse sexual orientation, gender identity, gender expression and sex characteristics (Ministry of Migration & Asylum)
- Continuous training of Asylum Service staff on the prevention and response to racism and discrimination (Ministry of Migration & Asylum)
- NoHate Police-Enhancing the Police Response to Hate through Training in Greece and Cyprus: the project involves the implementation of a training programme against hate speech and hate crimes, aimed at strengthening the knowledge and skills of police authorities in Greece and Cyprus. The project also includes the development of an online training platform (e-learning) to support continuous professional development, enhancing awareness, understanding, and effective operational response to hate crime incidents (Ministry of Citizen Protection)
- Training of personnel on issues of racist violence and the protection of human rights, as well as educational seminars entitled: "Prevention of Torture and Inhuman or Degrading Treatment", and: "Management of Vulnerable Social Groups of Detainees" (Ministry of Citizen Protection)
- Training cycles for Refugee Education Coordinators and Education Officers on child protection, discrimination management, and staff support, with the aim of empowering frontline professionals to respond safely and effectively in environments where racism and intolerance may occur (Ministry of Education, Religious Affairs and Sport)
- Training of labour inspectors on discrimination issues (Ministry of Labour and Social Security/Labour Inspectorate)
- Awareness-raising for front-line professionals on the identification and protection of victims of human trafficking within the framework of the National Referral Mechanism for the protection of victims of human trafficking (National Centre for Social Solidarity)

The above actions are complemented by the following **supporting** actions:

- Registry of Roma Social Mediators / Development of a Professional Profile, Training and Certification of Roma Social Mediators (Ministry of Social Cohesion and Family Affairs)
- Training of staff of Migrant Integration Centres / Community Centres on racist crime and on competent bodies to which victims of racist violence and discrimination should be referred (Ministry of Migration & Asylum)
- Development of information material/guide for intercultural mediators on gender-based violence, domestic violence and discrimination against women (Ministry of Migration & Asylum)
- Training and professional development of judicial officers, lawyers, and relevant professionals on victim protection and the principles of child-friendly justice (Ministry of Justice)
- Training of employer counsellors for awareness raising: "Encouraging employers/enterprises to recruit individuals from vulnerable social groups"¹¹⁵, and "Training of employment counsellors assisting jobseekers from special social groups" (Ministry of Labour and Social Security)
- Basic Introductory Training Programme for staff of the Secondary Education Custodial and External Guarding Branch of Correctional Institutions (Ministry of Citizen Protection)

Specific Objective 3.2 Promotion of intercultural and human-centred education in the education system

Specific Objective 3.2 strengthens the pedagogical and social role of educational institutions by promoting actions that cultivate tolerance, respect for diversity, and understanding of historical and cultural experiences. It recognises that the systematic integration of the values of equality and non-discrimination into education, from an early age, lays solid foundations for a society that rejects racism and intolerance.

The Specific Objective includes the following **core actions**:

- Inclusion of the subject/course "Skills Workshops" in the compulsory curriculum of kindergarten, primary and lower secondary schools. Implementation of the thematic unit: "I Care and I Act – Social Awareness & Responsibility", which includes educational programmes on: "1. Human Rights", and "3. Inclusion: Mutual Respect, Diversity" (Ministry of Education, Religious Affairs and Sport)
- TEACH 4 INTEGRATION Training Programme (Ministry of Education, Religious Affairs and Sport)
- Seminars for the training of teachers on the teaching of the Holocaust and human rights (Ministry of Education, Religious Affairs and Sports)
- Student competition and educational programme for teaching Holocaust Remembrance in Greece (Ministry of Education, Religious Affairs and Sports)
- European programme NESHAMA - Network of European Youth for Holocaust Remembrance (Ministry of Education, Religious Affairs and Sport)

¹¹⁵ Social groups as referred to in the DYPA programme for the employment of unemployed persons from Vulnerable Social Groups.

The above actions are complemented by the following **supporting** actions:

- Development of empowerment interventions for Roma infants, children and parents through experiential workshops and children's camps (Ministry of Social Cohesion and Family Affairs)
- Scholarships for Roma students at the Hellenic Open University (Ministry of Social Cohesion and Family Affairs)
- Implementation of co-education programmes between general and special education schools (Ministry of Education, Religious Affairs and Sport)
- Creation of new job positions for 600 social workers and 600 psychologists in schools (Ministry of Education, Religious Affairs and Sport)
- Preparatory Greek language courses for migrants and refugees in Second Chance Schools (Ministry of Education, Religious Affairs and Sport)
- Preparatory classes within Second Chance Schools for the acquisition of a Primary School Certificate by adults who have prematurely left education, aiming at the educational inclusion of vulnerable groups (Ministry of Education, Religious Affairs and Sport)
- Educational programmes and initiatives for the prevention and combating of gender-based violence (Ministry of Education, Religious Affairs and Sport)
- Awareness-raising of students on issues of racism and xenophobia, with the support of intercultural mediators from the Migrant Integration Centres / Community Centres (Ministry of Migration & Asylum)
- Design of awareness-raising actions at all levels of education to promote understanding and increase awareness on equality, anti-racism, and combating discrimination (Research Centre for Gender Equality-KETHI)

Specific Objective 3.3 Training of public administration officials on human rights and equality

Specific Objective 3.3 aims to the systemic empowerment of public administration officials so that they actively integrate the principles of equality and human rights into all stages of policymaking and administrative practice. It recognises that training for public officials constitutes a critical factor for the sustainable implementation of anti-discrimination policies.

The Specific Objective includes the following **core actions**:

- Issuance of a circular for the dissemination and implementation of the Guide entitled: "Public Administration against Racist Crime and Hate Speech", aimed at strengthening the knowledge and operational preparedness of civil servants and public officials in preventing, identifying and addressing incidents of racist crime (Ministry of Social Cohesion and Family Affairs/NCRI)
- Training programme for public administration entitled: "Intolerance, Hate Speech and Online Conduct in the Public Sector" (Ministry of Social Cohesion and Family Affairs/EKDDA)
- Training seminars for public administration entitled "Rights, support and protection of victims of racist crime" (Ministry of Social Cohesion and Family Affairs/NCRI)
- Training programme entitled "The rights of persons with disabilities", focusing on the prevention of discriminatory practices and the implementation of non-discrimination policies in the public sector (Ministry of Social Cohesion and Family Affairs/EKDDA)

- Training programmes on gender equality, prevention of discrimination, and combating gender-based violence and multiple discrimination, including thematic areas such as LGBTIQ+ rights, human rights, human trafficking and the EU Charter of Fundamental Rights (EKDDA/INEP)
- Enrichment of the examination syllabus for candidate Attachés of the Hellenic Diplomatic Academy with modules on human rights (Ministry of Foreign Affairs)

The above actions are complemented by the following **supporting** actions:

- Training of public administration professionals on a) the Istanbul Convention b) the horizontal risk assessment tool for domestic violence c) multiple discrimination against women (Ministry of Social Cohesion and Family Affairs)
- Support to Higher Education Institutions (HEIs) for the implementation of Gender Equality Action Plans and anti-discrimination policies (Ministry of Education, Religious Affairs and Sport)
- Training of Ministry of Foreign Affairs personnel on the implementation of the principle of equality (Ministry of Foreign Affairs)
- Design of a training programme (proposed for implementation by EKDDA) covering the thematic areas falling within the competence of the Ministry of Migration and Asylum, the Ministry of Health, and the General Secretariat for Equality and Human Rights (Research Centre for Gender Equality-KETHI)

*The **pillar "Education, Training and Literacy"** constitutes the institutional mechanism for the long-term prevention of racism. It invests in the development of knowledge and skills, the awareness-raising of professional groups, and the shaping of an inclusive education system.*

Through the education of citizens and public officials, the NAPAR transforms the principles of equality and non-discrimination into a permanent feature of institutional functioning and social culture.

Pillar 4: Information and Awareness-Raising

Strategic Objective 4: Strengthening social awareness and public understanding of racism, intolerance and discrimination

Pillar 4 focuses on promoting information and communication interventions aimed at shaping positive social attitudes, combating hate speech, and enhancing public understanding of equality and non-discrimination issues. Its strategic direction is grounded in the importance of accurate information, the visibility of issues related to racism, and the active participation of citizens in preventing manifestations of intolerance.

Specific Objective 4.1 Promoting responsible public discourse and addressing hate speech in the media (ethical framework, cooperation with the media, journalist awareness-raising)

Specific Objective 4.1 focuses on improving the quality of public discourse through cooperation with the media outlets, the cultivation of professional ethics, and the training of media professionals. The approach seeks to strengthen responsible and non-racist communication in the public sphere.

The Specific Objective includes the following **core actions**:

- Programme for the development of a Guide on the Use of Inclusive Language in journalism and media (Ministry of Social Cohesion and Family Affairs)
- Briefing of media representatives on the National Action Plan against Racism and Intolerance 2026-2029 during the meetings of the Task Force for Ensuring the Protection, Safety and Empowerment of Journalists and other Media Professionals, attended by representatives of professional media associations (General Secretariat for Communication & Information, Presidency of the Government)
- Training programme for the information and awareness-raising of print and online journalists regarding the implementation of equal opportunity policies for vulnerable population groups subject to multiple discrimination, particularly in the field of racism and racist violence, as well as the implementation of a training programme for journalists on the use of non-racist language in the public sphere (KETHI).

The above actions are complemented by the following **supporting action**:

- Information and awareness-raising actions on gender-based abuse through the non-consensual dissemination of intimate images and on gender-based hate speech in public discourse, including in politics, the media, the arts and technology (Ministry of Social Cohesion and Family Affairs)

Specific Objective 4.2 Design and implementation of targeted information campaigns and complementary awareness-raising actions for the prevention of discrimination

Specific Objective 4.2 places emphasis on communication actions with broad outreach, aimed at dismantling stereotypes, increasing the visibility of the experiences of diverse social groups, and empowering citizens in the face of discrimination. At the same time, it includes targeted information and awareness-raising interventions within specific social and professional environments, with the objective of fostering of attitudinal change, highlighting good practices and promoting non-discrimination and inclusion.

The Specific Objective includes the following **core actions**:

- Production of public awareness videos with a social message on combating racism, for broadcast on television (Ministry of Social Cohesion and Family Affairs)
- Organisation of three public events showcasing positive actions against racism (Ministry of Social Cohesion and Family Affairs)
- Workplace Diversity Promotion Programme through the "Diversity Label": development and pilot implementation of a framework for awareness-raising and the promotion of good practices on diversity and inclusion in the private sector, through an evaluation and award mechanism, based on a standardised methodology, accompanied by information actions and asynchronous digital training for employees, with the aim of promoting equal opportunities and combating discrimination in the workplace (Ministry of Social Cohesion and Family Affairs)
- Organisation of workshops under the project: "Strengthening Judicial expertise and Frontline support to combat Child Trafficking" (Safe Borders), in cooperation with civil society organisations, to inform parents, caregivers, community members, and children

- about early identification of risk indicators, safe protection practices (online/offline), and available support/referral pathways (Ministry of Migration & Asylum)
- Support for the organisation of a two-day training seminar (≥20 participants) under the "EMBRACE" project, aimed at strengthening the capacity of businesses to prevent labour trafficking and exploitation through responsible business practices and the application of due diligence in human rights issues (Ministry of Migration & Asylum)
 - Co-organisation of intercultural inclusion festivals with schools, local communities, and UNICEF, aimed at raising public awareness and promoting inclusion and anti-racism through art (Ministry of Education, Religious Affairs and Sport)
 - Information days and other awareness campaigns, including the distribution of leaflets to employers and employees, to deepen understanding of the legal framework on discrimination and the sanctions imposed by labour inspectors (Ministry of Labour and Social Security/Labour Inspectorate)
 - Information events for citizen groups and lectures in educational institutions (Ministry of Citizen Protection)
 - Online prevention actions: informing and raising awareness among citizens on racism, racist violence, and online hate speech, as well as on ways to protect themselves from such online attacks (Ministry of Citizen Protection)
 - Awareness-raising events aimed at eliminating discrimination and stereotypes, addressed to Ministry personnel, members of the Diplomatic Corps, and other bodies (Ministry of Foreign Affairs)
 - Horizontal interventions for informing and raising awareness among the general population, highlighting and combating multiple discrimination and inequalities affecting vulnerable groups, particularly on grounds of gender, national or ethnic origin, sex characteristics, religious or other beliefs, age, disability, sexual orientation, through the publication of informational materials and the production and dissemination of audiovisual content (KETHI)

The above actions are complemented by the following **supporting actions**:

- Protection of women and girls with disabilities through prevention and awareness-raising actions, within the framework of the renewal of a Memorandum of Cooperation with the National Confederation of Persons with Disabilities (ESAmE) and KETHI, aimed at informing and raising awareness among professionals, beneficiary women, parents, and guardians on issues of gender-based and domestic violence (Ministry of Social Cohesion and Family Affairs).
- Training and awareness-raising on the rights of vulnerable victims, including campaigns conducted in accessible formats to inform persons with disabilities (Ministry of Justice).
- Awareness-raising activities within the ongoing integration programmes (e.g. Helios+ and Helios Junior) and other projects promoting social integration (Ministry of Migration & Asylum)
- Awareness and information action for children, adolescents, and young persons with disabilities on equal access to Primary Health Care Units and Services, under the initiative entitled "I KNOW AND LEARN ABOUT THE HEALTH UNIT IN MY AREA – PLEIADES" (Ministry of Health).

- Development and implementation of health education interventions for students in general and special education within the thematic axis "Sexual and Reproductive Health," including information and awareness-raising on body awareness, adolescence, interpersonal relationships, contraception, and sexually transmitted infections, with the involvement of health professionals and special educators. Development of a dedicated intervention strand on sexual and reproductive health for children and persons with disabilities (Ministry of Health).

*The "**Information and Awareness-Raising**" pillar constitutes the preventive and social dimension of the NAPAR. It strengthens social vigilance, promotes a culture of equality and contributes to the reduction of prejudice. Its actions are grounded in transparency, access to information, and cooperation between public institutions and civil society, with the aim of fostering an inclusive public dialogue free from exclusion and discrimination.*

Pillar 5: Governance, Coordination and Monitoring of Policies to Combat Discrimination, Racism and Intolerance

Strategic Objective 5: Ensuring the coherent implementation of policies to combat discrimination, racism and intolerance through institutional coordination, cross-sectoral cooperation and systematic monitoring

Pillar 5 focuses on the institutional organisation, coordination and monitoring of equality and anti-discrimination policies. Its strategic approach views governance as a critical mechanism for ensuring the coherence, transparency, and effectiveness of interventions. It relies on cross-sectoral cooperation, unified recording systems, institutional accountability, and the use of reliable data and indicators to assess policy progress and outcomes.

Specific Objective 5.1 Institutional coordination, cross-sectoral cooperation and systematic monitoring of anti-discrimination policies

Specific Objective 5.1 aims to strengthen the institutional governance of anti-discrimination policies through the coordination of competent authorities, enhanced cross-sectoral cooperation, and the systematic monitoring and evaluation of interventions. It seeks to ensure the coherent implementation of the NAPAR 2026-2029, the use of reliable data, institutional accountability, and the integration of international standards and recommendations into the design and implementation of policies combating discrimination, racism, and intolerance.

The Specific Objective includes the following **core actions**:

- Strengthening the operation, coordinating role, and visibility of the NCRI: Mapping of bodies responsible for compiling and utilising statistical data related to racism and intolerance; regular monitoring of developments and of the implementation progress of the NAPAR, including the updating/revision of its actions; systematisation of the evaluation process for interventions; discussion of issues concerning the public highlighting of incidents of discrimination and racist violence in relevant publications; organisation of open sessions; meetings hosted by NCRI member Ministries; bilateral cooperation initiatives; on-site visits, thematic analyses and recommendations, working groups; all aimed at ensuring the coherent implementation of the NAPAR (NCRI)

- Strengthening and expanding the role of the Equality Observatory under the General Secretariat for Equality and Human Rights, as a central institutional mechanism for the systematic collection, analysis, and utilisation of statistical data relating to equality and diversity (Ministry of Social Cohesion and Family Affairs)

The above actions are complemented by the following **supporting** actions:

- Cross-sectoral cooperation initiatives aimed at enhancing transparency, coordination, and the exchange of good practices (Ministry of Migration & Asylum)
- Technical assistance and capacity building for first-tier local authorities to strengthen coordination and the effective implementation of Roma social inclusion policies, including the transfer of know-how between levels of administration and the combating of discrimination and stereotypes (Ministry of Social Cohesion and Family Affairs)
- Operational coordination actions on gender-based violence, within the broader implementation of equality and non-discrimination policies (Ministry of Social Cohesion and Family Affairs)
- Annual Report on Violence against Women, focusing on gender-based abuse through the non-consensual dissemination of intimate images and gender-based hate speech (Ministry of Social Cohesion and Family Affairs)
- Operation of the Advisory Committee for Roma Social Inclusion and the Roma Forum (Ministry of Social Cohesion and Family Affairs)
- Operation of the Working Group on Equal Treatment in Employment, aimed at consultation, coordination, and support for the implementation of the principle of equal treatment and the existing legal framework (Law 4443/2016¹¹⁶) in the field of employment, with the participation of competent authorities, social partners, research bodies, and civil society organisations (Ministry of Labour and Social Security)
- Monitoring of international developments and recommendations in the field of combating racism, through the systematic follow-up of the activities of international organisations and judicial bodies (UN human rights treaty bodies, ECHR, etc.) and the dissemination of relevant recommendations, judgements, and other international instruments concerning the country to the competent national authorities (Ministry of Foreign Affairs)

¹¹⁶ Law 4443/2016 (Government Gazette A' 232):

I) Transposition of Directive 2000/43/EC implementing the principle of equal treatment between persons irrespective of racial or ethnic origin, Directive 2000/78/EC establishing a general framework for equal treatment in employment and occupation, and Directive 2014/54/EU on measures facilitating the exercise of workers' rights in the context of freedom of movement for workers.

II) Taking the necessary measures to comply with Articles 22, 23, 30, 31(1), 32 and 34 of Regulation 596/2014 on market abuse and repealing Directive 2003/6/EC of the European Parliament and of the Council and Commission Directives 2003/124/EC, 2003/125 EC and 2004/72/EC and incorporating Directive 2014/57/EU on criminal sanctions for market abuse and Implementing Directive 2015/2392,

III) Transposition of Directive 2014/62 on the protection of the euro and other currencies against counterfeiting and fraud through criminal law and replacing Council Framework Decision 2000/383/JHA, and

IV) Establishment of a National Mechanism for the Investigation of Arbitrary Incidents in the security forces and detention facility staff and other provisions.

*The **pillar "Governance, Coordination and Monitoring of Policies to Combat Discrimination, Racism and Intolerance"** completes the strategic framework of the NAPAR 2026-2029, by strengthening the mechanisms for coordination, monitoring and evidence-based documentation of interventions.*

The reinforcement and institutionalisation of governance procedures enhance the transparency, accountability, and policy coherence, thereby contributing to a society that actively safeguards the rights and equality of all citizens.

3.5 Target groups of the NAPAR 2026-2029 and main beneficiaries of its actions

The NAPAR 2026-2029 addresses a broad range of population and professional groups that either directly experience the consequences of racism and discrimination or play a decisive role in shaping policies for their prevention and response.

At a **general level**, beneficiaries are organised into **four main categories**:

1. **Population groups exposed to discrimination, stereotypical practices or multiple forms of vulnerability**, such as victims of racism, gender-based violence, social exclusion or targeting, as well as human rights defenders.
2. **Public administration officials and actors within the broader social system who are** the prevention, identification, monitoring, and response to discrimination and intolerance.
3. **Groups contributing to the shaping values, attitudes and norms within the education system**, such as teachers and students.
4. **The general public and media representatives**, insofar as public awareness, sensitisation, and access to reliable information constitute key factors in preventing hate speech, strengthening social cohesion, and promoting equality as a collective value.

Within this framework, the Plan focuses on the following **key vulnerable groups**:

- Population groups exposed to discrimination, stereotypical practices or multiple forms of vulnerability on grounds of race, colour, national or ethnic origin, descent, religion, disability/chronic disease, sexual orientation, gender identity or sex characteristics.
- Women victims of violence in all its forms, as well as women experiencing multiple and intersecting discrimination due to disability, origin, religious or social conditions, or residence status.
- Vulnerable third-country nationals, girls and women with disabilities, and women living in correctional institutions and their families. These categories are often disproportionately exposed to various forms of violence or discriminatory practices and may face limited access to support mechanisms.

At the **professional level**, the Strategy also addresses the following **key target groups**:

- Officials and staff of the public administration responsible for handling relevant incidents and complaints (including the recording and referral of cases of racist violence and hate crimes), as well as those exercising authority and oversight functions.
- Social workers, staff of Community Centres and Migrant Integration Centres, and mental health professionals, as well as personnel working in structures and services that interact with victims or groups experiencing discrimination.
- Public servants receiving relevant training, either through targeted training programmes of the National Centre for Public Administration and Local Government (INEP) or through initiatives undertaken by policy-making bodies.
- Teachers at all levels of education, who play a critical role in fostering inclusive school environments and promoting anti-racist attitudes.
- Media professionals, given that public discourse directly influences societal perceptions of diversity and can either reinforce or counteract intolerance. Their inclusion among the target groups reflects the need for responsible communication and accurate representation of issues concerning vulnerable social groups.

Overall, the Plan addresses a **multidimensional set of vulnerable populations and professional actors**, encompassing both those who experience discrimination and the institutional and social stakeholders who play a key role in combating inequalities and strengthening social cohesion.

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3.6 Linkages between the NAPAR 2026-2029 and other National Plans and Strategies

The alignment of the NAPAR 2026-2029 with other national plans and strategies promoting human rights and equality ensures complementarity, avoids overlaps, and enables the effective use of existing implementation mechanisms. The main synergies are summarised in the table below:

Title of National Plan / Strategy	Responsible authority/Year ←	Linkage with NAPAR 2026-2029 ←
National Strategy for the Social Integration of Asylum Seekers and Beneficiaries of International Protection	Ministry of Migration and Asylum (2022)	Provides for joint actions on the prevention and combating of discrimination, promotion of equality and intercultural coexistence.
National Strategy and Action Plan for the Social Inclusion of Roma	Ministry of Social Cohesion and Family Affairs (2021-2030)	Includes a dedicated pillar for combating discrimination and racism against Roma communities.

Title of National Plan / Strategy	Responsible authority/Year ←	Linkage with NAPAR 2026-2029 ←
National Strategy for the Rights of Persons with Disabilities: "A Greece with everyone, for everyone"	Presidency of the Government (2024-2030)	Shares common objectives regarding the prevention and combating of discrimination against persons with disabilities, the elimination of stereotypes and prejudice, and coordinated policies to address social exclusion.
National Action Plan for Gender Equality	General Secretariat for Demographic and Family Policy and Gender Equality (2021-2025) General Secretariat for Equality and Human Rights (2026-2030) - <i>under development</i>	Includes interventions promoting substantive gender equality and addressing gender-based, multiple and intersectional discrimination, as well as the horizontal integration of the gender dimension into public policy design and implementation.
National Strategy for LGBTQI+ Equality	Presidency of the Government (2021)	Provides for actions to prevent and combat hate speech, racist behaviour, violence and bullying LGBTQI+ persons.
National Action Plan on Children's Rights	Ministry of Justice (2021)	Includes actions for the prevention of hate speech and bullying, as well as human rights education initiatives.
Ministry of Foreign Affairs Action Plan for Equality	Ministry of Foreign Affairs (2024-2027)	Includes horizontal and targeted actions within the Ministry's internal organisation and functioning to prevent discrimination, address harassment, and promote accessibility, gender equality, and support for LGBTQI+ persons and persons with disabilities, aiming to ensure an inclusive and merit-based working environment.

Further synergies are expected to be developed with the forthcoming **National Action Plan for the prevention and combating of violence against women and domestic violence**, as well as the **National Strategy and Action Plan on Combatting Trafficking in Human Beings 2025-2029** (Office of the National Rapporteur on Trafficking in Human Beings at the Ministry of Foreign Affairs and co-competent bodies). These synergies will be particularly relevant in relation with the prevention and response to forms of violence that intersect with discrimination, the strengthening of protection and referral mechanisms, and the establishment of a coherent institutional response for victims.

3.7 Funding of the NAPAR 2026-2029

The implementation of the NAPAR 2026-2029 will be supported through a combination of national and European resources, in line with the proposals submitted by the authorities participating in the Plan's actions. The estimation of the overall budget of the Plan has not yet been finalised.

The main sources of funding proposed by the competent authorities include the State Budget and the Public Investment Programme, particularly for institutional, coordination and communication interventions, as well as significant use of European funding programmes. These include the Recovery and Resilience Facility (*until 2026 for ongoing actions*), the NSRF/ESF+, the CERV Programme (Citizens, Equality, Rights and Values), Horizon Europe and the Internal Security Fund, which support educational, research and specialised public policy initiatives.

A significant portion of the actions is expected to be financed through the approved appropriations of the regular budgets of the competent authorities, particularly where the actions involve the continuation or expansion of existing initiatives. In other cases, the source of funding will be determined at a later stage, depending on the maturity and nature of each action.

To ensure the sustainability of funding, the actions of the NAPAR will be integrated into the annual planning of ministries and competent authorities, under the supervision of the relevant Coordination Units. The General Secretariat for Equality and Human Rights and the NCRI will monitor funding progress and coordinate the linkage of the Plan with the available national and European financial instruments, ensuring its continuous and sustainable implementation.

CHAPTER 4

Indicative monitoring and evaluation framework

4. Indicative monitoring and evaluation framework

4.1 Governance mechanism of the NAPAR 2026-2029

The implementation and coordination of the NAPAR 2026-2029 are carried out by the NCRI under the chairmanship of the Secretary General for Equality and Human Rights.

Detailed responsibilities of the NCRI

1. Designing policies to prevent and combat racism and intolerance, with the aim of ensuring the protection of individuals and groups targeted on the basis of race, colour, national or ethnic origin, genealogical background, social origin, religious or other beliefs, disability, sexual orientation, gender identity or gender characteristics.
2. Overseeing the implementation of legislation against racism and intolerance, as well as the compliance of legislation with international and European law.
3. Promoting and coordinating the actions of relevant bodies to combat the phenomenon more effectively, as well as strengthening cooperation with Civil Society on all related issues.
4. Preparing studies, issuing guidelines and recommendations, and proposals for measures to prevent and combat racism and intolerance, as well as to bring Greek legislation and administrative practice in line with international and European law and the recommendations of international organisations.
5. Designing and promoting policies against racism and intolerance for all government policy and public administration, along with developing initiatives to strengthen the corporate social responsibility of legal entities.
6. Promoting human rights, equality and respect for diversity through formal education.
7. Undertaking initiatives for the training of judicial and prosecuting officials, law enforcement officers and employees of service providers and bodies within the core and broader public sector on issues relating to combating racism and racist violence.
8. Collecting and utilising statistics on racism and intolerance, with an obligation on the competent authorities to provide the necessary data.
9. Promoting the prevention and combating of racist violence, as well as strengthening the mechanisms for recording the phenomenon.
10. Raising public awareness of racism and intolerance through the media, as well as recording and combating hate speech in public discourse.
11. Preparing the NAPAR, systematically monitoring its implementation, ensuring that it is regularly validated, and drafting an annual report of its actions to be submitted to the Speaker of the Hellenic Parliament by the end of February each year.

The governance of the Plan is based on cooperation between the ministries and bodies participating in its actions, as coordinated by the NCRI, with simultaneous active involvement of the coordination and strategic planning services of the respective bodies, so that the policies and actions of the NAPAR are progressively incorporated into their annual planning.

4.2 Monitoring the implementation of the NAPAR 2026-2029

The progress of the Plan is monitored through a functional mechanism for collecting and analysing data, which is based on periodic updates from the implementing bodies. Specifically, the progressive implementation of the National Plan is monitored by the NCRI, as part of its annual action report.

Monitoring is carried out within the framework of the regular and/or extraordinary meetings of the NCRI. This monitoring will be based on internal implementation reports submitted to the Council by the implementing bodies. It will aim, on the one hand, to ensure the smooth implementation of the National Plan and, on the other hand, to address any difficulties and obstacles that may arise, while allowing for feedback and the redesign of actions, the addition of new actions and the redefinition of operational objectives in line with current needs and circumstances.

The competent departments of the General Secretariat for Equality and Human Rights and the NCRI collect data from the competent services of the Ministry of Social Cohesion and Family Affairs and the relevant services and bodies referred to in the NAPAR 2026-2029 Governance Mechanism, and in particular from bodies retaining the relevant data (e.g., Hellenic Police, Ministry of Justice, Ministry of Education, Religious Affairs and Sport, Ministry of Health, RVRN, the Greek Ombudsperson, etc.), with the aim of recording reliable data on the effectiveness of the implemented interventions.

Monitoring the progress of the implementation of the NAPAR 2026-2029 includes:

- the progress of the implementation of the Plan's actions as a whole and per implementing body
- the identification of problems that arose during implementation and their resolution
- the identification of new needs leading to new action(s)
- documentation of the need for a possible update/revision of the Plan.

4.3 The system of indicators for the NAPAR 2026-2029

In order to record the progress and results of the Plan, a system of quantitative and qualitative indicators will be developed, allowing for the monitoring of both the implementation and the effectiveness of the actions. The system should ensure a clear link between the indicators and the strategic objectives, individual priorities and planned actions of the NAPAR, so that monitoring effectively reflects the degree to which the desired results have been achieved.

The indicators will be organised into two main categories:

- **Implementation (output) indicators**, which reflect progress in the implementation of actions (e.g. number of actions completed, participants/trainees).
- **Result (outcome) indicators**, which are linked to the direct impact of actions (e.g. improvement of knowledge, strengthening of incident recording and reporting mechanisms).

Particular emphasis should be placed on:

- the relevance of the indicators to the objectives and actions of the Plan
- the clarity of the definition and unit of measurement
- the assurance of the reliability, validity and comparability of data
- the ability to combine quantitative and qualitative data
- the use of existing administrative and statistical sources
- the ability to collect and analyse data, disaggregated by protected characteristic (disaggregated data), where feasible.

For each indicator, the following should be clearly specified:

- the data source
- the body responsible for collection and reporting
- the frequency of updating
- the calculation methodology, where required.

During the implementation of the Plan, baseline values and targeted changes for the outcome indicators will need to be determined, taking into account the availability and quality of existing data. In areas where sufficient or systematic data collection is lacking, the possibility of improving existing data collection practices or making use of additional data sources may be explored.

The indicator system will be updated in cooperation with the relevant stakeholders and will make use of available data from national sources and databases of public bodies and organisations, Independent Authorities, as well as mechanisms for the systematic collection and analysis of data (e.g. observatories, institutes, networks, etc.) operated by social partners, civil society organisations and scientific institutions. The recording of data will be progressively integrated into the digital monitoring tool in order to support the analysis and public reporting of the Strategy's progress.

The output and outcome indicators presented below constitute an indicative reference framework. They will be further specified and finalised during the implementation phase of the Strategy, in cooperation with the competent authorities, with the aim of adapting them to data availability and to the operational monitoring needs.

Thematic Category	Indicative Output Indicators←	Unit of Measurement←
Information and Awareness	Number of information or awareness-raising actions implemented	Number of actions
	Number of events, workshops or competitions	Number of events
	Number of communication or educational materials produced and distributed	Number of documents
	Number of participants in awareness-raising activities	Number of individuals per target group
	Number of downloads of texts from digital platforms related to information and awareness-raising on anti-discrimination issues	Number of downloads
Education, Training and Literacy	Number of seminars, programmes or workshops held	Number per type
	Number of participants in educational activities	Number of individuals per target group
	Number of tools developed or updated, which are used for prevention and combating	Number of tools
Protection and Support for Victims	Number of victims supported by the actions	Number of beneficiaries per area of discrimination and per type of support (e.g. legal, psychological, social)
	Number of recorded incidents or referrals	Number of incidents per area of discrimination/racist motive
	Number of checks or inspections carried out by competent public authorities to ensure compliance with equal treatment	Number of checks/inspections
Institutional and Horizontal Interventions	Number of protocols, guidelines, circulars, etc. drafted	Number of documents per type
	Number of meetings or collaborations between bodies	Number of institutional activities per type
Documentation and Monitoring	Number of interim or annual progress reports	Number of reports
	Number of statistical data or reports collected	Number of data sets
Digital Tools and Innovation	Number of digital applications or tools developed or enhanced in the field of preventing and combating discrimination	Number of applications

Thematic Category	Indicative Result Indicators←	Unit of Measurement←
Information and Awareness	Percentage of citizens or participants reporting increased awareness of racism and discrimination issues	%
	Increase in views or visits to digital content related to prevention and combating	% or absolute number
	Increase in citizens' access to digital information on the NAPAR	% or number of visits
Education, Training and Literacy	Percentage of participants in education/training programmes, per target group, reporting an improvement in knowledge or skills	%
	Strengthening cooperation between bodies for the prevention or combating of discrimination	Number of agreements or initiatives
Protection and Support for Victims	Increase in the percentage of victims who suffer discrimination and report incidents	%
Institutional and Horizontal Interventions	Integration of the principles of equality and non-discrimination in internal regulations and procedures of bodies, as well as in the provision of services to the public	Number of bodies or %
	Improvement of coordination and data exchange between bodies on racism and hate speech	Qualitative assessment / participation
	Number of reports/exposés by competent bodies made public	Number of reports/studies
	Number of recommendations by international bodies for the country, addressed by the Plan	Number of recommendations
	Degree of response by the country to recommendations from international bodies, addressed by the Plan	%
Digital Tools and Innovation	Number of users of applications or tools developed or enhanced in the field of prevention and combating (beneficiaries and administrators)	Number of beneficiaries Number of administrators
	Number of new services made available to victims	Number of new services
	Level of accessibility (e.g. A, AA or AAA) of digital applications created by public bodies in the context of implementing the Action Plan	Accessibility levels (WCAG2.2)
Research and Evaluation	Number of policies, measures or actions designed or revised with documented reference to research findings, evaluations or needs analysis	Qualitative/administrative documentation

4.4 Revision of the NAPAR 2026-2029

The implementation of the NAPAR 2026-2029 **may be supported by an interim update/revision**, if necessary. The review will take place halfway through the implementation period, with the aim of assessing progress and adapting actions to current needs and priorities.

The procedure will be based on data from the monitoring mechanism, output and outcome indicators, and the annual progress reports of the bodies involved. It will examine the degree of implementation of the actions, the effectiveness of the collaborations, the adequacy of the available resources and any new needs which have emerged during the implementation process.

The General Secretariat for Equality and Human Rights will coordinate the process, in cooperation with the NCRI. In this context, the NCRI will hold a thematic meeting to present the findings and formulate proposals for improvement, with the participation of the relevant ministries and bodies.

The results of the process will be presented in an Interim Summary Update/Review Report, which will be published by the General Secretariat for Equality and Human Rights. If substantial amendments are deemed necessary, the General Secretariat for Equality and Human Rights in cooperation with the NCRI may recommend targeted adjustments to actions or timetables, ensuring the consistency and operational continuity of the Plan. The interim update/revision aims to improve the effectiveness and realistic implementation of the NAPAR, while enhancing transparency, accountability and the participation of the relevant actors.

4.5 Evaluation of the NAPAR 2026-2029

The evaluation of the implementation of the **NAPAR 2026–2029** will be carried out by the **General Secretariat for Equality and Human Rights**, in cooperation with the **NCRI**, shortly before the end of the Strategy's reference period.

The evaluation will be based, at a minimum, on reports and analyses produced by international and European organisations, on monitoring data relating to the actions of the Strategy, on the Strategy's indicators, and on field research involving the relevant stakeholders and implementing bodies. Its purpose is to highlight the main achievements of the Strategy, identify key needs in the field, improve both the design and, where appropriate, the implementation of the Strategy, and identify the key actions that will inform the Strategy for the next programming period.

The **Evaluation Report** will summarise the results, conclusions and recommendations for the next policy cycle and may be publicly presented in the context of activities organised for the International Day for the Elimination of Racial Discrimination (21 March) or another symbolic occasion, as a means of accountability and of highlighting the work of the NCRI and the GSEHR.

More specifically, with regard to evaluation and quality assurance of the Strategy, the following are envisaged:

- The evaluation will ensure that the best possible results have been achieved and will identify lessons learned from any limitations. The evaluation will be based on both quantitative and qualitative data.
- The horizontal evaluation of the Strategy as a whole, as well as of its individual actions, will focus on five groups of evaluation indicators, as presented below.

Criterion	Key Evaluation Question←	Key Indicators←
Relevance	- Is the Action still consistent with the objectives and priorities of the National Action Plan?	- Degree of alignment with the objectives and priorities of the NAPAR - Number of policy areas and topics addressed by the Plan
Appropriateness	- Was there effective planning based on identified needs?	- Number of needs identified and translated into objectives
Effectiveness	- Did the actions contribute to the achievement of the declared objectives of the NAPAR?	- Degree of achievement of the Plan's objectives - Percentage of actions implemented in relation to the initial plan
Efficiency	- Were the coordination, monitoring and governance of the plan adequate? - Were the resources for implementing the NAPAR actions sufficient? Was the use of available resources effective?	- Number of NCRI coordination meetings with bodies - Frequency of progress reports submitted by implementing bodies to the NCRI - Percentage of budget utilised (expenditure/available resources) - Adequacy of human resources - Timely allocation of resources (time deviations)
Partnership	- Was there effective participation of stakeholders in the design and implementation of actions?	- Number of stakeholders actively involved in planning and implementation. - Number of meetings/consultations with Civil Society. - Degree of stakeholders' satisfaction from the cooperation. - Quality of participation (active involvement vs. formal presence). - Improvement of communication channels between stakeholders. - Contribution of stakeholders to proposals and improvements.

CHAPTER 5

Dissemination and Implementation

5. Dissemination and implementation of the NAPAR

5.1 Dissemination and publicity of the NAPAR 2026-2029

The dissemination and publicity of the NAPAR 2026-2029 will be coordinated by the General Secretariat for Equality and Human Rights, in collaboration with the NCRI.

The objective is to ensure broad awareness among public administration bodies and society, raise awareness of discrimination issues and highlight the role of the state in promoting equality, inclusion and respect for diversity.

5.1.1 Indicative dissemination and communication actions of the NAPAR 2026-2029

The General Secretariat for Equality and Human Rights and the NCRI will implement coordinated communication actions, which may include the:

- **Establishing a dedicated NSRI (National Strategy against Racism and Intolerance) digital hub** on the website of the GSEHR, providing open access to the Strategy, its actions and its results.
- **Utilising social media platforms** (Facebook, X, Instagram, LinkedIn and YouTube) to inform and raise public awareness, through a unified visual identity and thematic messages.
- **Organising events, workshops and public presentations**, with the participation of public authorities, organisations and citizens, in order to disseminate the main priorities and results of the Strategy.
- **Presenting the Strategy to the Hellenic Parliament**, in the context of annual accountability and reporting on policies addressing discrimination.
- **Presentation of the NAPAR 2026-2029** by the **General Secretariat for Communication and Information of the Presidency of the Government** during the meetings of the **Task Force on Ensuring the Protection, Safety and Empowerment of Journalists and Other Media Professionals**, in which representatives of professional media associations participate.
- **Participation of representatives of the General Secretariat for Equality and Human Rights and the NCRI** in radio, television and online programmes, with the aim of informing the public and promoting good practices.
- **Production and dissemination of information and communication material**, such as press releases, brief guides, electronic newsletters and awareness-raising material in accessible formats.
- **Promotion of flagship actions of the Strategy.**
- **Publication of an annual communication and progress report**, presenting an overview of the actions implemented and their social outreach.

5.1.2 Enhancing the visibility of the NCRI

Particular emphasis should also be placed on strengthening the **public visibility of the NCRI**. In this context, the following actions are envisaged:

- Enhancing **the online presence of the NCRI**, through the creation of a dedicated section within the digital platform of the General Secretariat for Equality and Human Rights, where the Council's announcements, activities and outputs will be published.
- **Thematic meetings of the NCRI** with policy-making bodies and entities responsible for implementing the actions of the Strategy.
- On the occasion of the **International Day for the Elimination of Racial Discrimination (21 March)** or another relevant international observance, the NCRI will assume a central role in coordinating and promoting annual awareness-raising actions, including public interventions, events and the dissemination of the key results of the Strategy. This day will serve as a recurring opportunity for strengthening the institutional visibility of the NCRI, highlighting its role as the national mechanism for monitoring and coordinating policies against racism.
- In conjunction with the above, or independently:
 - **Establishment of an annual thematic event organised by the NCRI**, dedicated to presenting its work and promoting public dialogue on equality and human rights, with particular emphasis on combating racism and intolerance.
 - **Exploration of the establishment of a scientific conference** as an annual institutional event.
- **Organisation of an international conference** on the role of members of national parliaments in combating racism, intolerance and hate speech, with live television coverage. The conference will be organised by the **Hellenic Parliament** and will include the participation of Members of the European Parliament, members of the Parliamentary Assembly of the Council of Europe and international experts.
- **Development of an institutional identity and communication tools** (logo, newsletter, visual material, podcasts, etc.) to promote the NCRI's initiatives and interventions.
- **Participation of the NCRI in public events and fora**, in order to strengthen its visibility and credibility at the European and international levels.

Communication and visibility actions co-financed by EU funding instruments will be implemented in accordance with the **European Commission's communication and visibility rules**¹¹⁷, as defined in the relevant Communication Guide, and will be guided by the following principles:

- **Transparency and accuracy:** information will be based on verified evidence, with clear references to sources and responsible institutions.
- **Accessibility and inclusion:** communication materials will be made available in formats accessible to all audiences, including persons with disabilities.

¹¹⁷ European Commission: Directorate-General for Communication, Communication and visibility rules – European Union funding programmes 2021-27 – Guidance for Member States, Publications Office of the European Union, 2022, <https://data.europa.eu/doi/10.2775/341961>.

- **Neutrality and respect for diversity:** messages will avoid stereotypes, prejudice and political or ideological bias.
- **Consistency and recognisability:** the use of a unified visual identity, labelling and writing style will ensure coherence in the public image of the NSRI, the GSEHR and the NCRI.
- **Visibility of the European dimension:** relevant actions will highlight the connection between the NSRI and the broader European framework of equality and human rights policies.
- **Interactivity and participation:** communication will aim to encourage active engagement of citizens and stakeholders through dialogue, public interventions and digital tools.

The General Secretariat for Equality and Human Rights and the NCRI will ensure that the communication of the NAPAR 2026-2029 serves a consistent goal, namely:

The creation of a positive public culture of equality, trust and zero tolerance towards racism and intolerance, with respect for the values of the rule of law and human rights.

5.2 Ensuring the effective implementation of the NAPAR 2026-2029

The effective implementation and continuity of the NAPAR 2026-2029 is a key priority for the General Secretariat for Equality and Human Rights and the NCRI. The aim is to maintain the continuity and coherence of the Plan's actions through stable institutional mechanisms, regular monitoring and the integration of anti-discrimination policies into the annual planning of public administration.

Actions to ensure sustainability

- The General Secretariat for Equality and Human Rights will maintain its role as the central coordinating and monitoring body, ensuring the systematic recording, evaluation and updating of the Plan's actions.
- The NCRI will continue to act as an institutional forum for dialogue between public bodies and Civil Society, monitoring the implementation of policies and making recommendations for improvement.
- An annual monitoring and reporting mechanism will be developed, with a brief public report to be published by the General Secretariat for Equality and Human Rights in cooperation with the NCRI.
- The actions of each Ministry or involved body, as reflected in the NAPAR, will be incorporated into its annual planning under the supervision of the competent coordination services and with the support of the General Secretariat for Equality and Human Rights.
- The International Day for the Elimination of Racial Discrimination, or Human Rights Day (21 March and 10 December respectively) will serve as a fixed point of reference for the public presentation of actions and the communication of the results of the Plan.

- Cooperation between the General Secretariat for Equality and Human Rights and the NCRI with the relevant coordinators or contact points of the ministries, as well as with other horizontal or related national action plans and strategies (on gender equality, children's rights, the rights of persons with disabilities and the social inclusion of Roma, etc.) will be strengthened, in order to ensure the consistency and coherence of public policies.
- The dissemination of results and good practices will be supported through the digital hub of the General Secretariat for Equality and Human Rights, information notes and regular thematic meetings.

The General Secretariat for Equality and Human Rights and the NCRI will utilise the experience gained from implementing the Plan, to improve coordination methods, simplify monitoring procedures and prepare the next round of actions. The ongoing cooperation of all stakeholders will contribute to the gradual integration of the principles of equality and non-discrimination into all public administration functions.

ANNEXES

ANNEX 1: Composition of the NCRI¹¹⁸

CHAIR		
MINISTRY OF SOCIAL COHESION AND FAMILY AFFAIRS - GENERAL SECRETARY FOR EQUALITY AND HUMAN RIGHTS		Aikaterini Patsogianni
MEMBERS		
BODY	REGULAR MEMBERS	ALTERNATE MEMBERS
1 MINISTRY OF MIGRATION & ASYLUM	Fani Keramida	Zoe Nasika
2 MINISTRY OF THE INTERIOR	Ioannis Mathioudakis	Dimitra Nikolaou
3 MINISTRY OF EDUCATION, RELIGIOUS AFFAIRS AND SPORTS	Maria Tourloui	Melina Sgourou Pantelis Papadopoulos
4 MINISTRY OF FOREIGN AFFAIRS	Ilias Kastanas	Eliza Hatzimichalarou
5 MINISTRY OF SOCIAL COHESION AND FAMILY AFFAIRS	Theofilos Tsagris	
6 MINISTRY OF JUSTICE	Theodosios Lekkas	Pelagia Papanikolaou
7 MINISTRY OF HEALTH	Pelagia Soultatou	Erasmia Samikou
8 MINISTRY OF CULTURE	Stavroula Fotopoulou	Eleni Bazini
9 MINISTRY OF LABOUR AND SOCIAL SECURITY	Eleni Makri	Theodora Stathopoulou
10 HELLENIC POLICE HEADQUARTERS	Vasileios Evangelidis	Kimon Tollias
11 IMMIGRANT INTEGRATION COUNCIL, MUNICIPALITY OF ATHENS	Adla Shashati	Athanasios Cheimonas
12 NATIONAL COUNCIL FOR RADIO AND TELEVISION	Ioannis Politis	Georgios Vlavianos
13 NATIONAL COMMISSION FOR HUMAN RIGHTS	Aikaterini Trimmi	Anna Konstantinidi
14 UN HIGH COMMISSIONER FOR REFUGEES	George Dafnis	Evanthia Savopoulou
15 RACIST VIOLENCE RECORDING NETWORK	Garyfalia Anastasopoulou Maria-Louiza Deftou Alexandra Karagianni	Eleftherios Papagiannakis Nikolaos Ontoubitan
16 NATIONAL CONFEDERATION OF DISABLED PERSONS	Dimitris Logaras	Stavroula Kousteni
17 JOURNALISTS' UNION OF ATHENS DAILY NEWSPAPERS	Efthymios Diogos	Andromachi Nikolara
18 RESEARCH CENTRE FOR GENDER EQUALITY	Eleni Zenakou	Athanasia Xepapadakou

¹¹⁸ March 2026.

19	GENERAL CONFEDERATION OF GREEK WORKERS	Elli Varchalama	Despoina Babanelou
20	SUPREME ADMINISTRATION OF UNIONS OF PUBLIC SERVANTS ADEDY	Katerina Giannoulia	Christos Argyris
21	GENERAL SECRETARIAT FOR COMMUNICATION AND INFORMATION	Sophia Latsou	Aikaterini Polyzou
PARTICIPATION WITHOUT VOTING RIGHTS			
22	THE GREEK OMBUDSPERSON	Kalliopi Lykovardi	Dimitra Mytilineou
SECRETARY			
	MINISTRY OF SOCIAL COHESION AND FAMILY AFFAIRS	Nikolina Gavrou	

Konstantina Orfanidou, Pinelopi Strapatsaki and Iokasti Drakou contributed as experts to the drafting of the NAPAR 2026-2029, within the framework of the project: "strEngthening PubliC AuthOritieS' capacitY to reSpond to intersectional discrimination through Multi-agency coalitions-ECOSYSTEM), CERV-2023-EQUAL".

ANNEX 2: Glossary

Ableism

Ableism is defined as a network of beliefs, processes, and practices producing a particular kind of self and body (the corporeal standard) projected as the perfect, species-typical, and therefore essential and fully human. In this way, disability is cast as a diminished state of being human¹¹⁹.

Afrophobia

A specific form of racism that refers to any act of violence and discrimination including racist speech, fuelled by historical abuses and negative stereotyping, and leading to the exclusion and dehumanisation of people of African descent. It is the result of the social construction of race to which genetic and/or cultural specificities and stereotypes are attributed (racialisation). It can take many forms: dislike, bias, oppression, racism and structural and institutional discrimination, among others¹²⁰.

Antigypsyism

A common form of racism is antigypsyism, which has its roots in the way society perceives and treats those considered "Gypsies", through a historical process of "othering" based on stereotypes and behaviours that are often unintentional or unconscious. Antigypsyism constitutes a historically constructed form of racism directed against social groups identified by the term "Gypsy" or related terms¹²¹. It involves a homogenising perception and representation of these groups, the attribution of specific characteristics to them, and is deeply embedded in social and cultural attitudes as well as in institutional practices.

Since 2005, the European Parliament has used the term *antigypsyism* in its reports and resolutions. In 2016, the Council of the European Union recognised the need to "combat all forms of racism against Roma, as it constitutes a root cause of their social exclusion and discrimination." In 2020, the EU Strategic Framework for Roma Equality, Inclusion and Participation identified equality and the fight against antigypsyism as one of the key priorities for the coming decade. Several international organisations and civil society actors have also recognised this phenomenon, referring to it as "anti-Roma racism," "Romaphobia," or "antiziganism."

The Council of Europe defines antigypsyism as a specific form of racism, an ideology founded on racial superiority, a form of dehumanisation and institutional racism nurtured by historical discrimination, which is expressed, among others, by violence, hate speech, exploitation, stigmatisation and the most blatant kind of discrimination¹²².

Antisemitism

A certain perception of Jews, which may be expressed as hatred towards Jews. Rhetorical and physical manifestations of antisemitism are directed toward Jewish or non-Jewish individuals and/or their

¹¹⁹ Campbell, Fiona Kumari. (2001). Inciting Legal Fictions: Disability's Date with Ontology and the Ableist Body of the Law. *Griffith Law Review*. 10.

¹²⁰ <https://www.enar-eu.org/about/afrophobia/>.

¹²¹ Proposal for a COUNCIL RECOMMENDATION on Roma equality, inclusion and participation, European Commission, Brussels, 7.10.2020, COM(2020) 621 final, 2020/0288 (NLE).

¹²² See National Strategy and Action Plan for the Social Inclusion of Roma 2021-2030, 1st update (March 2023): footnote no. 12, and ECRI definition (ECRI Glossary).

property, toward Jewish community institutions, and religious facilities¹²³. Contemporary examples of antisemitism in public life, the media, schools, the workplace and the religious sphere, taking into account the overall context, include, but are not limited to:

- Calling for, aiding, or justifying the killing or harming of Jews in the name of a radical ideology or an extremist view of religion.
- Making mendacious, dehumanising, demonising, or stereotypical allegations about Jews as such or the power of Jews as collective—such as, especially but not exclusively, the myth about a world global Jewish conspiracy or of Jews controlling the media, economy, government, or other societal institutions.
- Accusing Jews as a people of being responsible for real or imagined wrongdoing committed by a single Jewish person or group, or even for acts committed by non-Jews.
- Denying the fact, scope, mechanisms (e.g., gas chambers), or intentionality of the genocide of the Jewish people at the hands of National Socialist Germany and its supporters and accomplices during World War II (the Holocaust).
- Accusing the Jews as a people, or Israel as a state, of inventing or exaggerating the Holocaust.
- Accusing Jewish citizens of being more loyal to Israel, or to the alleged priorities of Jews worldwide, than to the interests of their own nations.
- Denying the Jewish people their right to self-determination, e.g., by claiming that the existence of a State of Israel is a racist endeavour.
- Applying double standards by requiring of it a behaviour not expected or demanded of any other democratic nation.
- Using the symbols and images associated with classic antisemitism (e.g., claims of Jews killing Jesus or blood libel) to characterise Israel or Israelis.
- Drawing comparisons of contemporary Israeli policy to that of the Nazis.
- Holding Jews collectively responsible for the actions of the state of Israel.

Greece adopted the Working Definitions of the International Holocaust Remembrance Alliance (IHRA) on Antisemitism on 8 November¹²⁴.

Since 24 April 2019, the Greek Ministry of Foreign Affairs has appointed a Special Envoy for Combating Antisemitism and Safeguarding Holocaust Remembrance.

Disablism

Refers to the negative attitudes, behaviours, practices and environmental factors that discriminate, intentionally or unintentionally, against disabled people¹²⁵.

Discrimination

Discrimination occurs when individuals are treated less favourably than others in a comparable situation solely because they belong, or are perceived to belong, to a particular group or category of persons. People may experience discrimination on grounds such as age, disability or chronic disease, nationality, origin, political beliefs, race, religion, gender identity, sex characteristics or gender expression, sexual orientation, language, culture, and many other factors, including the simultaneous presence of multiple grounds.

¹²³ <https://holocaustremembrance.com/> see also FRA - Antisemitism: Overview of antisemitic incidents recorded in the European Union 2009- 2019, Luxembourg: Publications Office of the European Union, 2020.

¹²⁴ <https://www.primeminister.gr/2019/11/08/22507>.

¹²⁵ Dodd, J. (2015), "The socially purposeful museum", *Museologica Brunensia*, 4(2), 29.

Discrimination, which is often the result of prejudice, can place individuals in a disadvantaged position, preventing them from participating as active citizens and from developing their abilities. In many cases, it may also exclude them from access to employment, healthcare services, education or housing¹²⁶.

According to the **Greek Labour Code** (Articles 16 and 17 of Presidential Decree 62/2025¹²⁷), any form of discrimination on grounds of race, colour, national or ethnic origin, descent, religion or other beliefs, disability or chronic disease, age, family or social status, sexual orientation, gender identity, gender expression or sex characteristics is prohibited.

According to Article 17 of the Code (Presidential Decree 62/2025¹²⁸), discrimination may take the following forms:

a) Direct discrimination

Direct discrimination occurs when a person is treated less favourably than another person is, has been or would be treated in a comparable situation on grounds such as race, colour, national or ethnic origin, descent, religion or other beliefs, disability or chronic disease, age, family or social status, sexual orientation, gender identity, sex characteristics or gender expression.

b) Indirect discrimination

Indirect discrimination occurs when an apparently neutral provision, criterion or practice may place persons with particular characteristics, such as race, colour, national or ethnic origin, descent, religion or other beliefs, disability or chronic disease, age, family or social status, sexual orientation, gender identity, sex characteristics or gender expression, at a disadvantage compared with other persons¹²⁹.

c) Harassment

Harassment is considered a form of discrimination when unwanted conduct related to any of the grounds referred to in Article 16 of the Labour Code occurs with the purpose or effect of violating a person's dignity and creating an intimidating, hostile, degrading, humiliating or offensive environment.

d) Instruction to discriminate

Discrimination also includes any instruction or order to apply discriminatory treatment against a person on any of the grounds referred to in Article 16 of the Labour Code.

e) Discrimination by association

Discrimination by association occurs when a person is treated less favourably because of their close relationship with another person who has specific characteristics such as race, colour, national or ethnic origin, descent, religion or other beliefs, disability or chronic disease, age,

¹²⁷ As amended and currently in force.

¹²⁸ *ibid.*

¹²⁹ "Indirect discrimination" shall not be deemed to occur where the provision, criterion or practice in question is objectively justified by a legitimate aim and the means of achieving that aim are appropriate and necessary. The same applies where the measures adopted are necessary for the protection of public safety, the safeguarding of public order, the prevention of criminal offences, the protection of health, or the protection of the rights and freedoms of others, or where they concern persons with disabilities or chronic disease and measures taken in their favour, in accordance with Article 21(6) of the Constitution and Article 20 of the Labour Code.

family or social status, sexual orientation, gender identity, sex characteristics or gender expression.

f) Discrimination based on perceived characteristics

This form of discrimination occurs when a person is treated less favourably because they are assumed to possess particular characteristics such as race, colour, national or ethnic origin, descent, religion or other beliefs, disability or chronic disease, age, family or social status, sexual orientation, gender identity, sex characteristics or gender expression.

g) Multiple discrimination

Multiple discrimination refers to any discrimination, exclusion or restriction against a person that is based on more than one of the aforementioned grounds.

h) Denial of reasonable accommodation

The denial of reasonable accommodation for persons with disabilities or chronic illnesses constitutes discrimination.

i) Reasonable accommodation

Reasonable accommodation refers to the necessary and appropriate modifications, adjustments or measures required in a particular case to ensure the principle of equal treatment for persons with disabilities or chronic disease, provided that such measures do not impose a disproportionate or unjustified burden on the employer.

A key safeguard for the protection of victims of discrimination and racist attacks in the workplace is the rule on the **burden of proof** established under Article 24 of the new Greek Labour Code. According to this provision, when the claimant alleges that the principle of equal treatment has not been respected, on any of the grounds mentioned above, such as race, colour, disability, etc., and presents before a court or a competent administrative authority factual element from which direct or indirect discrimination may be inferred, the burden of proof shifts to the opposing party or the competent authority.

In such cases, the respondent must demonstrate before the court that there has been no breach of the principle of equal treatment.

Discrimination caused by Artificial Intelligence (AI)

Refers to the risks arising from the widespread use of artificial intelligence (AI) technologies and automated decision-making systems, which have penetrated many aspects of people's lives, from smart household devices to social media applications, and are increasingly used by public authorities for evaluation, resource allocation and decision-making. The misuse of such technologies may undermine the proper application of the principle of equal treatment in areas such as employment, the provision of goods and services (in both the public and private sectors), public security policies and fraud prevention. It constitutes a phenomenon in which decisions produced by these systems can have real and significant consequences for the human rights of individuals¹³⁰.

¹³⁰ Discrimination, Artificial Intelligence and Algorithmic Decision-making, Study by Prof. Frederik Zuiderveen Borgesius, Council of Europe, 2018.

Disinformation

Refers to the deliberate dissemination of false or misleading information with the intention of causing harm or intentionally misleading the public¹³¹.

Gender expression

Refers to the external manifestations of a person's gender, expressed through elements such as their name, pronouns, clothing, hairstyle, behaviour, voice, or physical characteristics¹³².

Gender identity

Refers to each person's deeply felt internal and individual experience of gender, as perceived by the individual, regardless of the sex assigned at birth based on biological characteristics.

Gender identity includes a person's personal sense of their body, as well as the social and external expression of gender, in accordance with the individual's will. The personal sense of the body may also involve modifications resulting from medical treatment or other medical interventions that have been freely chosen¹³³.

Hate crime

A criminal act motivated by hatred or prejudice against specific groups of people. For an offence to be classified as a hate crime, two (2) criteria must be met: a) the act must constitute a criminal offence under criminal law, and b) the act must be motivated by hatred and prejudice. Prejudice may broadly be understood as biased negative opinions, stereotypical assumptions, intolerance or hatred against a particular group of people sharing common characteristics such as race, ethnic origin, language, religion, nationality, sexual orientation, gender identity or any other fundamental characteristic. Hate crimes may include threats, intimidation, vandalism and property damage, assault, homicide or any other criminal offence committed with the intent of expressing hatred against an individual or group possessing protected characteristics (Greek Police [2022]: Guide to Addressing and Managing Incidents of Violence against LGBTIQ+ Citizens)¹³⁴.

According to the Council of Europe, "hate crime" is understood as a criminal offence committed with a hate element based on one or more actual or perceived personal characteristics or status, where:

- a. "hate" includes bias, prejudice or contempt;
- b. "personal characteristics or status" includes, but is not limited to, "race", colour, language, religion, nationality, national or ethnic origin, age, disability, sex, gender, sexual orientation, gender identity and expression, and sex characteristics¹³⁵.

Hate speech

Hate speech is a contested concept that often raises debates, particularly in relation to the need to protect freedom of expression, as the boundaries between protected speech and harmful expression can be fluid. International law does not generally require states to prohibit hate speech as such, but it does require action when expression amounts to incitement to discrimination, hostility or violence. In such cases, it constitutes a particularly dangerous form of expression that intentionally seeks to provoke

¹³¹ Addressing hate speech through education: A guide for policy-makers, UNESCO, Office on Genocide Prevention and the Responsibility to Protect, 2023.

¹³² EKDDA 2022.

¹³³ Article 2 of Law 4491/2017.

¹³⁴ See the Ministry of Tourism's Guide to Preventing and Addressing Discrimination against LGBTIQ+ Persons in Tourism Businesses.

¹³⁵ Recommendation CM/Rec(2024)4 of the Committee of Ministers to member States on combating hate crime. Adopted by the Committee of Ministers on 7 May 2024 at the 1498th meeting of the Ministers' Deputies.

discrimination, hostility or violence, which may subsequently lead to acts such as terrorism or atrocity crimes. Nevertheless, hate speech can also be harmful even when it does not reach the legal threshold for prohibition.

The Committee of Ministers of the Council of Europe in its Recommendation CM/Rec(2022)16 on combating hate speech, defined "hate speech" as all types of expression that incite, promote, spread or justify violence, hatred or discrimination against a person or group of persons, or that denigrates them, by reason of their real or attributed personal characteristics or status such as "race", colour, language, religion, nationality, national or ethnic origin, age, disability, sex, gender identity and sexual orientation¹³⁶.

According to the **definition of the European Commission against Racism and Intolerance (ECRI)**, hate speech is the advocacy, promotion or incitement, in any form, of the denigration, hatred or vilification of a person or group of persons, as well as any harassment, insult, negative stereotyping, stigmatization or threat in respect of such a person or group of persons and the justification of all the preceding types of expression, on the ground of "race", colour, descent, national or ethnic origin, age, disability, language, religion or belief, sex, gender, gender identity, sexual orientation and other personal characteristics or status; it may take the form of the public denial, trivialisation, justification or condonation of crimes of genocide, crimes against humanity or war crimes which have been found by courts to have occurred, and of the glorification of persons convicted for having committed such crimes; (§§ 5 to 6 of the Preamble to GPR. 15).

Furthermore, **in the context of the UN Strategy and Plan of Action on Hate Speech**¹³⁷, the term "hate speech" *is understood as any kind of communication in speech, writing or behaviour, that attacks or uses pejorative or discriminatory language with reference to a person or a group on the basis of who they are, in other words, based on their religion, ethnicity, nationality, race, colour, descent, gender or other identity factor.* However, the same text clarifies that there is no international legal definition of hate speech, and the characterization of what is 'hateful' is controversial and disputed.

Homophobia – Transphobia

Defined as an irrational fear of and aversion to homosexuality and to lesbian, gay, bisexual and transgender (LGBT) people based on prejudice and similar to racism, xenophobia, anti-semitism and sexism¹³⁸.

Intersectional discrimination

Refers to a situation in which several grounds of discrimination operate and interact with each other, for example gender with other grounds of discrimination, such as race, colour, ethnic or socio-economic status, age, sexual orientation, gender identity and expression, sex characteristics, genetic features, religion or belief, nationality, residence status, migrant background, or disability, among others, in a way that is inseparable and produces specific types of discrimination. It differs from multiple discrimination, which occurs when each type of discrimination can be proved and treated independently¹³⁹.

¹³⁶ *ibid.*

¹³⁷ United Nations Strategy and Plan of Action on Hate Speech, May 2019.

¹³⁸ European Parliament resolution on homophobia in Europe, Strasbourg, 18 January 2006.

¹³⁹ Definition adopted by the European Parliament in its resolution of 6 July 2022: European Parliament resolution of 6 July 2022 on intersectional discrimination in the European Union: the socio-economic situation of women of African, Middle-Eastern, Latin-American and Asian descent [2021/2243(INI)].

Intersex

A term that represents the spectrum of natural variations in sex characteristics that occur in the human species and cannot be strictly categorised as male or female, or that may belong simultaneously to both categories. It is an umbrella term encompassing the range of intersex bodily variations that naturally occur in the humans (EKDDA 2022) ¹⁴⁰.

Intolerance

Refers to the lack of respect for practices or beliefs other than one's own. It also includes the rejection of individuals perceived as different because of characteristics such as "race", colour, language, religion, nationality, national or ethnic origin, disability, health status, sexual orientation, gender identity or sex characteristics. Intolerance may manifest through a wide range of actions, including social avoidance or exclusion, hate speech, physical violence or even murder ¹⁴¹.

Islamophobia or anti-Muslim hatred

Fear of or prejudiced viewpoint towards Islam, Muslims and matters pertaining to them. It can take the shape of daily forms of racism and discrimination or more violent forms ¹⁴².

Whilst also using "anti-Muslim hatred" and "anti-Muslim prejudice", ECRI refers to anti-Muslim racism and discrimination in order to characterise the complex and diverse array of hate speech and violence as well as any act of discrimination directed at Muslims or those perceived to be Muslims ¹⁴³.

Prejudice

A stable and consistent tendency to respond, usually in a negative way, towards members of a particular group. Prejudice rather works like a screen through which information and experiences are perceived and interpreted ¹⁴⁴. Prejudices, which are typically based on stereotypes, hinder effective communication and interaction between different groups.

Public approval or denial of crimes

The intentional and public approval, trivialisation or malicious denial, whether orally, through the press, via the internet or by any other means or method, of the existence or seriousness of crimes of genocide, war crimes, crimes against humanity, the Holocaust and the crimes of Nazism, which have been recognised by decisions of international courts or by the Hellenic Parliament, when such conduct is directed against a group of persons or a member thereof identified on the basis of race, colour, religion, descent, national or ethnic origin, sexual orientation, gender identity, sex characteristics or disability, in a manner capable of inciting violence or hatred or that is threatening or abusive towards such a group or a member thereof ¹⁴⁵.

Public incitement to violence or hatred

The intentional and public incitement, provocation, stimulation, or encouragement, whether expressed orally, through the press, via the internet, or by any other means, of acts or conduct that may lead to

¹⁴⁰ See the Ministry of Tourism's Guide to Preventing and Addressing Discrimination against LGBTIQ+ Persons in Tourism Businesses.

¹⁴¹ Discrimination and intolerance, COMPASS, Manual for Human Rights Education with Young people, Council of Europe, 2nd edition, updated in 2023.

¹⁴² <https://rm.coe.int/16807037e1>.

¹⁴³ ECRI Glossary, 19 February 2021.

¹⁴⁴ <https://www.coe.int/en/web/compass/discrimination-and-intolerance>.

¹⁴⁵ Article 2 of Law 927/1979.

discrimination, hatred, or violence against a person or group of persons defined by reference to race, colour, religion, descent, national or ethnic origin, sexual orientation, gender identity, sex characteristics, or disability, in a manner that endangers public order or poses a threat to the life, liberty, or physical integrity of such persons¹⁴⁶.

Racial profiling

The use by the police, with no objective and reasonable justification, of grounds such as race, colour, language, religion, nationality or national or ethnic origin, in control, surveillance or investigation activities¹⁴⁷.

It should be noted, however, that there is no officially approved definition for the term '*racial profiling*'.

Racism

The belief that a ground such as "race", colour, language, religion, nationality or national or ethnic origin justifies contempt for a person or a group of persons, or the notion of superiority of a person or a group of persons¹⁴⁸.

Racism is closely linked to power and its misuse. It is shaped by those who hold power and determines power relations between perpetrators and victims, with victims often placed in a disadvantaged position. Prejudice or negative judgement of individuals or groups, formed without sufficient knowledge or experience, also relates to racism. In this sense, racism can be understood as the practical expression of prejudice through actions or forms of treatment directed at others by those who possess the power to enforce such behaviour.

Racist offence

A criminal act committed because of the victim's race, colour, national or ethnic origin, descent, religion, disability, sexual orientation, gender identity or sex characteristics. It refers to any act that constitutes an offence under criminal law and is motivated by the aforementioned characteristics.

Such offences often involve acts of violence, including threats, vandalism, damage to property, bodily harm or even homicide. However, a racist offence may also include any other criminal act committed against an individual or a group of people on the basis of their actual or perceived characteristics¹⁴⁹.

Radicalisation

The process whereby someone adopts extreme political, religious or social values which are inconsistent with those of a democratic society¹⁵⁰.

Secondary or Repeat Victimisation

Refers to situations in which a victim experiences violence again¹⁵¹. Furthermore, it concerns the harm that the victim may suffer, not directly from the crime itself, but from the way they are treated during the criminal proceedings.

¹⁴⁶ Article 1 of Law 927/1979.

¹⁴⁷ Towards More Effective Policing Understanding and Preventing Discriminatory Ethnic Profiling: A Guide, European Commission against Racism and Intolerance (2007), FRA (2010).

¹⁴⁸ ECRI Glossary, 19 February 2021.

¹⁴⁹ Guide to the rights of victims of racist crime, Ministry of Justice / NSRF Executive Structure (Reprint 2025).

¹⁵⁰ ECRI Glossary, 19 February 2021.

¹⁵¹ According to the Racist Violence Recording Network (see Annual Report of the RVRN 2023).

To prevent this, victims of crime should be recognised and treated in a respectful, sensitive and professional manner without discrimination of any kind based on any ground such as race, colour, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, membership of a national minority, property, birth, disability, age, gender, gender expression, gender identity, sexual orientation, residence status or health. In all contacts with a competent authority operating within the context of criminal proceedings, and any service coming into contact with victims, such as victim support or restorative justice services, the personal situation and immediate needs, age, gender, possible disability and maturity of victims of crime should be taken into account while fully respecting their physical, mental and moral integrity. Victims of crime should be protected from secondary and repeat victimisation, from intimidation and from retaliation, should receive appropriate support to facilitate their recovery and should be provided with sufficient access to justice¹⁵².

Sex characteristics

The chromosomal, gonadal and anatomical features of a person, which include primary characteristics such as reproductive organs and secondary characteristics such as muscle mass, breast development or hair growth¹⁵³.

Sexual orientation

Each person's capacity for profound emotional, affectional and sexual attraction to, and intimate and sexual relations with, individuals of a different gender or the same gender or more than one gender¹⁵⁴.

Stereotype

An oversimplified, generalised and often unconscious preconception about people or ideas that may lead to prejudice and discrimination. A generalisation in which characteristics possessed by a part of a group are extended to the group as a whole¹⁵⁵. Theorists point out that categorisation through stereotypes is unfair, as judgements about groups ignore individual differences.

Structural racism

Racism experienced throughout an individual's life accumulates and creates barriers. This persistent form of racism is often referred to as 'structural racism'. Its effects can be more harmful than individual incidents of discrimination, as it denies access to equal opportunities and can be perpetuated across generations. Marginalised groups may face disproportionately high rates of poverty, limited access to quality healthcare and housing, and barriers to social inclusion¹⁵⁶.

Transgender/Trans

An umbrella term for individuals whose gender identity and/or gender expression differs from the sex assigned to them at birth. It includes people who are in the process of gender transition, people who have completed their transition, as well as those who may or may not have undergone gender-affirming

¹⁵² See Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA.

¹⁵³ *ibid.*

¹⁵⁴ *ibid.*

¹⁵⁵ Discrimination and intolerance, COMPASS, Manual for Human Rights Education with Young people, Council of Europe, 2nd edition, updated in 2023.

¹⁵⁶ OECD (2025), *Monitoring and Assessing the Impact of National Action Plans Against Racism*, OECD Publishing, Paris, <https://doi.org/10.1787/13e32676-en>. As noted in Section 1.2.3 (EU Anti-Racism Strategy 2026-2030), the European Commission has proposed to support Member States in developing a working definition of "structural racism".

medical interventions. Contrary to common perceptions, some individuals in this category may feel that their gender identity does not correspond with the sex assigned to them at birth, without necessarily wishing to undergo surgical or hormonal transition. The term encompasses multiple gender identities, such as trans men, trans women and non-binary individuals (EKDDA, 2022)¹⁵⁷.

Xenophobia

Refers to prejudice against, hatred towards, or fear of people from other countries or cultures¹⁵⁸.

¹⁵⁷ *ibid.*

¹⁵⁸ ECRI Glossary, 19 February 2021.

ANNEX 3: Good practices and international standards for combating racism and intolerance

The development of a coherent and effective national policy against racism and intolerance requires the study of international experience, the adoption of evidence-based governance approaches and the mainstreaming of equality across the entire spectrum of public policy. European countries that have been at the forefront of combating discrimination have developed mechanisms that combine institutional consistency, transparency, participation and evaluation.

International experience highlights three consistent pillars: **(a) prevention through education and social awareness, (b) protection of victims and transparent administration of justice, and (c) the integration of principles of equality and non-discrimination across all areas of governance.**

1. Education, prevention and social resilience

Education constitutes a cornerstone for building tolerant and democratic societies. **Finland** has been internationally recognised for its comprehensive policy on media literacy. The *National Media Education Policy*¹⁵⁹ (Ministry of Education and Culture, 2019) integrates the teaching of critical thinking and responsible digital behaviour across all levels of education. Through the National Audiovisual Institute (KAVI) and a network of libraries, NGOs and universities, the country has developed a participatory learning ecosystem that strengthens resilience against hate speech. According to the OECD (2022), Finland has the highest share of citizens with critical digital literacy in Europe, demonstrating that prevention through education yields tangible social outcomes.

Similarly, **Sweden** has invested in education as a key prevention mechanism. The "*School Against Hate*" programme (Utbildningsstyrelsen, 2022) combines experiential workshops, creative activities and digital platforms where students and teachers jointly develop strategies to respond to hate speech. The public organisation *Living History Forum*¹⁶⁰ (Forum för levande historia) develops educational programmes on the historical memory of the Holocaust and democratic resilience, promoting an understanding of contemporary forms of intolerance. The connection between historical education and social empathy has become a core feature of the Swedish educational model.

In **Portugal**, the educational dimension is incorporated into the National Plan to Combat Racism and Discrimination 2021-2025¹⁶¹, which includes a dedicated guide for schools and teacher training programmes on intercultural education and the prevention of stereotypes. This approach links school culture with local communities, strengthening cohesion and civic participation.

¹⁵⁹ <https://national-policies.eacea.ec.europa.eu/youthwiki/chapters/finland/68-media-literacy-and-safe-use-of-new-media>.

¹⁶⁰ <https://www.enar-eu.org/sweden-napar/> (par. 4).

¹⁶¹ National Plan to Combat Racism and Discrimination 2021-2025, Presidency, Portugal.

2. Victim-centred approach and trust in justice

Effective response to hate crimes depends on victims' ability to report incidents safely and receive adequate support. Since 2021, **Austria** has implemented a unified hate crime recording system¹⁶², through which the police and prosecution authorities flag cases motivated by prejudice. Annual reports published by *the Federal Ministry of the Interior* are publicly available, while organisations such as *ZARA* (Zivilcourage und Anti-Rassismus-Arbeit) provide legal and psychological support to victims. Austria has succeeded in transforming data collection into a mechanism of transparency and accountability, strengthening citizens' trust in public institutions¹⁶³.

In Spain, within the framework of the 3rd Action Plan to Combat Hate Crimes 2025-2028¹⁶⁴, specialised structures have been developed where victims can report incidents and receive support without bureaucratic delays. The introduction of national helplines 021 (for victims of racism) and 028 (for victims of homophobia and LGBTIQ+ related violence) has proven particularly effective, leading to an increase in reporting and improved protection for victims.

In **Germany**, the Federal Anti-Discrimination Agency¹⁶⁵ (FADA) and the Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism¹⁶⁶, provide a coordinated system for monitoring incidents and supporting victims, linking federal authorities with civil society organisations. The victim-centred approach extends beyond service provision, and includes the training of public officials, legal reforms and public awareness initiatives.

3. Institutional framework, transparency and accountability

The institutionalisation of equality and the systematic recording of hate crimes constitute essential prerequisites for sustainable public policy. **Germany**, introduced, as early as 2018, a provision in its Criminal Code providing for stricter penalties when a crime is motivated by racist intent. The presence of dedicated oversight mechanisms, such as the Federal Government Commissioner for Jewish Life in Germany and the Fight against Anti-Semitism, ensures consistency between legislation and its practical implementation.

Since 2022, **the Netherlands** has appointed a National Coordinator against Discrimination and Racism¹⁶⁷ (NCDR), functioning as a cross-sectoral coordination mechanism across ministries. At the same time, the Ministry of Justice¹⁶⁸, which has introduced internal monitoring procedures and specialised police training, aimed at reducing the risk of institutional discrimination. The publication of statistics and independent evaluations constitutes a key element of the Dutch accountability culture.

¹⁶² ODIHR Hate Crime Report, Austria.

¹⁶³ ODIHR Hate Crime Report, Spain.

¹⁶⁴ 3rd Action Plan to Combat Hate Crimes 2025-2028, Ministry of Interior, Secretariat of State for Security, Spain, 2025.

¹⁶⁵ Federal Anti-Discrimination Agency, Germany.

¹⁶⁶ Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism, Federal Ministry of the Interior, Germany.

¹⁶⁷ <https://www.bureauncdr.nl/over-de-ncdr>

¹⁶⁸ Addressing racism in policing, European Union Agency for Fundamental Rights, 10 April 2024.

Italy, through the "Legge Mancino"¹⁶⁹ (1993) and the operation of the National Office against Racial Discrimination (UNAR), maintains a stable legal framework which, although in need of updating, ensures policy continuity and coordination with European directives.

4. Policing and public trust

Addressing racism in law enforcement institutions represents a critical challenge. In **the Netherlands**, targeted interventions have been developed to improve policing practices, including systematic training aimed at preventing ethnic and racial profiling¹⁷⁰, as well as the use of innovative tools such as the virtual reality (VR) training programme that helps police officers recognise and manage their unconscious bias. At the same time, the use of technologies such as facial recognition systems and predictive policing tools (PredPol) has generated broader public debate regarding the need for enhanced transparency and oversight, given the potential risks of reproducing discriminatory patterns.

Sweden applies the "*Trust and Safety Police Model*", under which bias indicators are integrated into internal police protocols and evaluation mechanisms¹⁷¹. The annual publication of relevant statistics contributes to strengthening public confidence in law enforcement institutions.

In **the United Kingdom**, the Independent Office for Police Conduct¹⁷² (IOPC) operates as an external oversight body responsible for investigating complaints and monitoring police conduct. These practices demonstrate that accountability and continuous training constitute key pillars for dismantling institutional racism.

5. Religious intolerance and protection of religious communities

France, with its National Strategy to Combat Antisemitism 2023-2026¹⁷³, has introduced a range of measures aimed at strengthening education, enhancing the role of public administration, and improving the security of places of worship.

Germany, through the Federal Commissioner for Jewish Life in Germany and the Fight against Antisemitism, coordinates policies in close cooperation with Jewish organisations, while the **United Kingdom** is strengthening interfaith cooperation through the *Faith in Communities* movement¹⁷⁴.

These policies combine education, legal safeguards and community participation, demonstrating that tolerance is fostered not only through legislation, but also through active engagement and cooperation within civil society.

¹⁶⁹ https://www.gazzettaufficiale.it/atto/serie_generale/caricaDettaglioAtto/originario?atto.dataPubblicazioneGazzetta=1993-06-26&atto.codiceRedazionale=093A3644.

¹⁷⁰ See footnote 136 above.

¹⁷¹ https://polisen.se/siteassets/dokument/forebygga_brott/polismyndighetens-brottsforebyggande-strategi-engelsk-oversattning.pdf

¹⁷² Independent Office for Police Conduct, United Kingdom.

¹⁷³ National Plan against Racism, Anti-Semitism and Discrimination based on Origin, 2023-2026, France.

¹⁷⁴ Faith in Communities, Ηνωμένο Βασίλειο.

6. Policy coherence, governance and European experience

Ireland, Belgium and Portugal have developed some of the most advanced National Action Plans against racism, characterised by clearly defined indicators and structured monitoring mechanisms. The Irish National Action Plan Against Racism 2023-2027¹⁷⁵ includes binding timetables and public accountability mechanisms, while the Belgian 2022 Inter-Federal Action Plan against Racism¹⁷⁶ is implemented simultaneously at federal and regional levels, ensuring policy coherence across different layers of governance.

In **Germany**, the National Action Plan against Racism^{177,178} confirms that combating racism constitutes a **cross-government responsibility**. Policy coherence, institutional continuity and the independence of oversight bodies are recognised as key elements of resilient and effective governance in the fight against racism and discrimination.

Converging trends and 'policy lessons'

The analysis of European practices reveals a clear convergence toward certain principles of policy design and governance. Despite differences in institutional and social context across countries, consistent patterns emerge that strengthen the effectiveness and sustainability of policies addressing racism and intolerance.

*First, **institutional anchoring and consistency in the policy cycle** constitute common denominators. Whether in the Irish model of four-year action plans with clearly defined timelines or in the German of integrating anti-racism policy within the framework of federal governance, the stability of the institutional cycle ensures continuity and predictability.*

*Second, **evidence-based policymaking and transparency** emerge as fundamental elements of public trust. Systems for recording and publishing data in Austria, Spain and the Netherlands demonstrate that systematic information not only improves accountability but also makes policies more targeted and effective.*

*Third, a **cross-sectoral approach** enhances policy coherence. Countries that address racism as a horizontal policy field, linking it to education, employment, security and social inclusion, achieve greater institutional coherence and more effective outcomes.*

*Finally, **participation and accountability** function as essential conditions for social legitimacy. Strategies developed through the active involvement of social partners, civil society organisations and the communities directly affected by discrimination tend to be more resilient and socially accepted.*

*These converging trends suggest that success does not depend on a single policy model, but rather on **the institutional maturity of the policy design and governance process.***

¹⁷⁵ National Action Plan Against Racism 2023-2027, Department of Children, Disability and Equality, Ireland.

¹⁷⁶ Inter-Federal Action Plan against Racism, Federal Public Service-Justice, 2022, Belgium.

¹⁷⁷ National Action Plan Against Racism-Positions and Measures to Address Ideologies of Inequality and Related Discrimination, Federal Ministry of the Interior, Germany.

¹⁷⁸ Status Report: Racism in Germany (*Lagebericht Rassismus in Deutschland*). Published in January 2023 by the Federal Commissioner for Migration, Refugees and Integration and the Federal Commissioner for Combating Racism, January 2023.

Guidelines from comparative experience for the design of a National Action Plan against Racism

The comparative experience of European countries demonstrates that the success of policies against racism and intolerance depends not so much on the number of actions taken, as on the way the planning process itself is organised, institutionalised and monitored. Advanced policy systems, such as those in Finland, Sweden, the Netherlands, Austria, Ireland and Portugal, highlight critical planning principles and practices through which a National Action Plan against Racism and Intolerance can function as a stable and reliable framework for public governance.

1. Institutional anchoring and a clear policy cycle

The experience of countries such as Ireland and Germany shows that institutional anchoring of planning is crucial for the continuity and sustainability of policies. A National Action Plan must be part of a clearly defined institutional policy cycle, with predictable stages of planning, implementation, evaluation and review. The establishment of a specific duration (e.g. four or five years), accompanied by a mechanism for regular revision, ensures stability and prevents the interruption of policy continuity.

2. Multi-level governance and coordination of actors

As demonstrated by the examples of Belgium and the Netherlands, the effective combating of racism and intolerance requires cooperation between multiple levels of governance – national, regional and local. The existence of a central coordination mechanism, which ensures coherence between ministries, Independent Authorities and social actors, prevents fragmentation and strengthens accountability of implementation. Governance must be organised around principles of cooperation, transparency and mutual accountability.

3. Evidence-and data-based planning

Countries with well-developed monitoring systems, such as Austria and Spain, demonstrate that data collection and analysis are prerequisites for targeted and measurable policy. The National Action Plan should be based on an analysis of the current situation, using quantitative and qualitative data, indicators and social research. The systematic production of data, combined with their regular publication, strengthens public confidence and provides a documented basis for policy decisions.

4. Participatory planning and consultation with social partners

Participatory governance, as implemented in Ireland and Portugal, contributes significantly to the legitimacy and sustainability of policies. The planning process should include organised and transparent consultation with scientific, social and institutional stakeholders, as well as with the communities affected by discrimination. Incorporating these findings during the implementation phase enhances social acceptance and the effectiveness of interventions.

5. Strategic coherence and cross-sectoral integration

Anti-racism policies should be treated as a horizontal governance priority. The experience of Finland, where equality policies are linked to education, the media and public administration, demonstrates that cross-sectoral integration produces multiplier effects. The National Plan should link the areas of action (education, policing, justice, prevention, awareness-raising) through common standards in order to avoid fragmentation and enhance synergies.

6. Monitoring, indicators and evaluation

The adoption of a monitoring and evaluation system, as implemented in Ireland and Belgium, ensures transparency and accountability. Indicators must be measurable, linked to the objectives of the plan, and enable the evaluation of results, rather than of actions alone. The regular publication of progress reports, ideally independently audited, constitutes a sound model of accountability and democratic transparency.

7. Flexibility and adaptability over time

As the examples of Sweden and Germany demonstrate, anti-discrimination policies should be constantly adapted to social developments without losing their institutional stability. A modern action plan must provide for validation mechanisms and the incorporation of new issues (e.g. online hate speech, multiple discrimination), while maintaining flexibility and responsiveness.

8. Integration of the principle of equality and non-discrimination throughout the policy cycle

The principle of equality and non-discrimination should constitute a horizontal criterion at every stage of policy-making; from planning and implementation to evaluation. The Finnish and Norwegian models demonstrate that mainstreaming equality and non-discrimination into all policies strengthens institutional coherence and ensures that policies against racism and intolerance do not operate piecemeal, but as a consistent horizontal principle of public governance.

9. Alignment with international and European standards

The alignment of a national plan with international standards and European standards enhances its effectiveness and credibility:

- Compliance with Recommendation (CM/Rec(2024)4)¹⁷⁹ on combating hate crime, the OECD framework for Equal Opportunities and the guidelines of the EU Agency for Fundamental Rights (FRA) contributes to comparability, international recognition and continuous improvement through participation in European evaluation mechanisms and exchange of practices.
- At European level, the EU Anti-Racism Strategy 2026-2030 and the European Commission's Cooperation and Verification Mechanism (CVM) (EU Rule of Law Mechanism) are key reference frameworks for governance, data collection and transparency in policymaking. These tools promote the coherence of national policies and the implementation of common accountability standards.

¹⁷⁹ Recommendation CM/Rec(2024)4 of the Committee of Ministers of member states on combating hate crime. Adopted by the Committee of Ministers on 7 May 2024 at the 1498th meeting of the Ministers' Deputies.

- At the international level, the UN Committee on the Elimination of Racial Discrimination (CERD) provides a coherent guidance framework for the development, submission and evaluation of national strategies, strengthening institutional mechanisms for prevention and monitoring.

Linking the Plan to European and international standards ensures not only comparability and compliance with the principles of human rights, but also continuous improvement of the quality of governance, through participation in joint evaluation and institutional learning mechanisms.

10. Continuity, transparency and public accountability

The most advanced European strategies (such as those of Ireland and Germany) confirm that transparency and accountability are equally as important as the actions themselves. The establishment of regular public reports, the provision for parliamentary briefings and the participation of independent institutions in the planning and monitoring process, enhance the credibility and democratic legitimacy of the Plan. Transparency in decision-making transforms the Plan into a governance tool rather than a simple programmatic text.

Overall direction

International experience demonstrates that the most effective National Action Plans against Racism combine three elements:

- (a) institutional stability*
- (b) documented knowledge and*
- (c) participatory governance.*

The fight against racism and intolerance cannot be approached as a fragmented or isolated policy, but as a permanent and structural function of the state and democratic administration.

An Action Plan based on these foundations can provide a framework for continuous improvement, strengthening social cohesion and promoting a democratic culture of respect, tolerance and equal opportunities.

ANNEX 4: Table of NAPAR 2026-2029 actions by policy actor

The file is available as a separate attachment and via a link on Google Drive.

[Download all data in Excel format \(XLSX\)](#)