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Preface

The Reforms Observatory of KEPE monitors developments in key sectors and pillars of Greece's reform policy, as identified based on the country's reform programmes. As part of its work, the Observatory periodically publishes the KEPE Reforms Observatory Bulletin, with each thematic issue focusing on a selected key dimension of Greece's reform policy, providing information on strategic policy priorities and the progress of the respective reforms.

The current issue of the Bulletin examines the key dimensions and initial results of the extensive reform of the Greek judicial system.

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1. Introduction

Based on the recommendations of domestic, European, and international organisations and bodies regarding Greece's main reform needs, the country has been implementing in recent years a new and extensive programme to reform the functioning of the judiciary. The objectives of this programme are multifaceted and include addressing the chronic problem of delays in the administration of justice and achieving a broader and substantive improvement in the functioning of the judicial system. In 2024, the adoption of the Judicial Map for the consolidation of the first degree of jurisdiction and the spatial restructuring of the civil and criminal justice courts represented the key milestone of the reform, setting the structural framework underlying many of the other relevant interventions.

The impact of the reform in achieving its objectives is expected to materialise gradually, through the improvement of Greece's ranking in a number of European and international indicators that reflect the efficiency of the judicial system and the quality of the rule of law. At present, published data on widely used European and international indicators (European Justice Efficiency Indices (CEPEJ), Rule of Law indicators from the World Justice Project, etc.) show Greece lagging significantly behind on many metrics (Chymis, 2020; KEPE, 2026). However, so far, the values of these indicators do not incorporate the results of the reform, as they are based on data from periods preceding the implementation of significant recent measures. At this stage, a more representative assessment of the post-reform trend in certain key indicators can be derived through updated data collected and processed by the Ministry of Justice. Furthermore, the content of the interventions themselves and certain quantitative data pertaining to them can also be useful for assessing their potential impact.

In this context, the present Bulletin examines the content and initial results of justice system reforms in Greece, drawing on recently available data and information.¹ The analysis is conducted from the perspective of the economic impact of the reform and therefore focuses on recent and ongoing interventions concerning the Judicial System. As explained in the

¹ The analysis utilises data and information from presentations and published press releases by the Ministry of Justice, as well as additional data and information provided by the Ministry, to which we extend our thanks.

following sections, improving the efficiency of the judicial system forms the foundation of the flow of positive effects from justice system reforms to economic growth, and represents a key objective promoted directly and multidimensionally through the many aspects of the reform process in Greece.

2. Flow of effects from justice system reforms to economic growth

A starting point for understanding the economic impact of justice system reforms is the literature on the influence of institutions on economic growth and welfare (Acemoglu et al., 2005). This literature has highlighted improvements in the efficiency of the judicial system as one of the main structural determinants of a country's economic performance (Palumbo et al., 2013).

In the field of justice, the term 'efficiency' (judicial efficiency) refers to the appropriate use of available resources to prevent delays in the administration of justice and ensure the timely resolution of cases. Efficiency is one of the key dimensions of the overall performance of the judicial system, which also includes independence, impartiality, and the quality of decisions.

The efficiency of the judicial system affects the economy through its role in protecting property rights and enforcing private contracts (Chemin, 2020). The timely administration of justice protects returns on all types of rights to tangible and intangible assets, discourages opportunistic behaviour, reduces transaction costs, facilitates businesses' access to finance, and, more generally, fosters a climate of trust that helps to encourage and support business investments and partnerships.

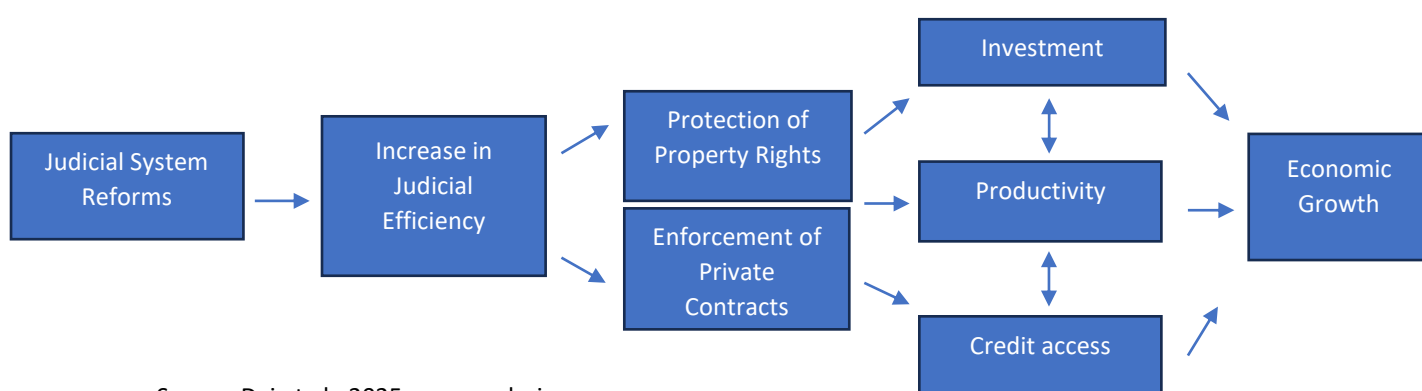
Based on the above mechanisms, the implementation of appropriate structural reforms to improve the functioning of the judicial system can have significant positive effects on economic growth, particularly in countries where these reforms translate into substantial improvements in key measurable efficiency indicators. As documented in a large number of studies on the relationship between judicial system efficiency and economic growth (Gouveia et al., 2017; Kapopoulos & Rizos, 2023), a higher level of judicial efficiency is associated with larger firm size and higher entry rates, enhanced firm productivity, higher total investment,

stronger foreign direct investment inflows, positive effects on the financial system, and improved credit access to businesses.

On the basis of the above, Figure 1 provides a concise overview of the flow of effects from judicial system reforms to judicial efficiency and, from there, to variables that contribute to economic growth.

Figure 1

Conceptual framework for the impact of judicial system reforms on economic growth

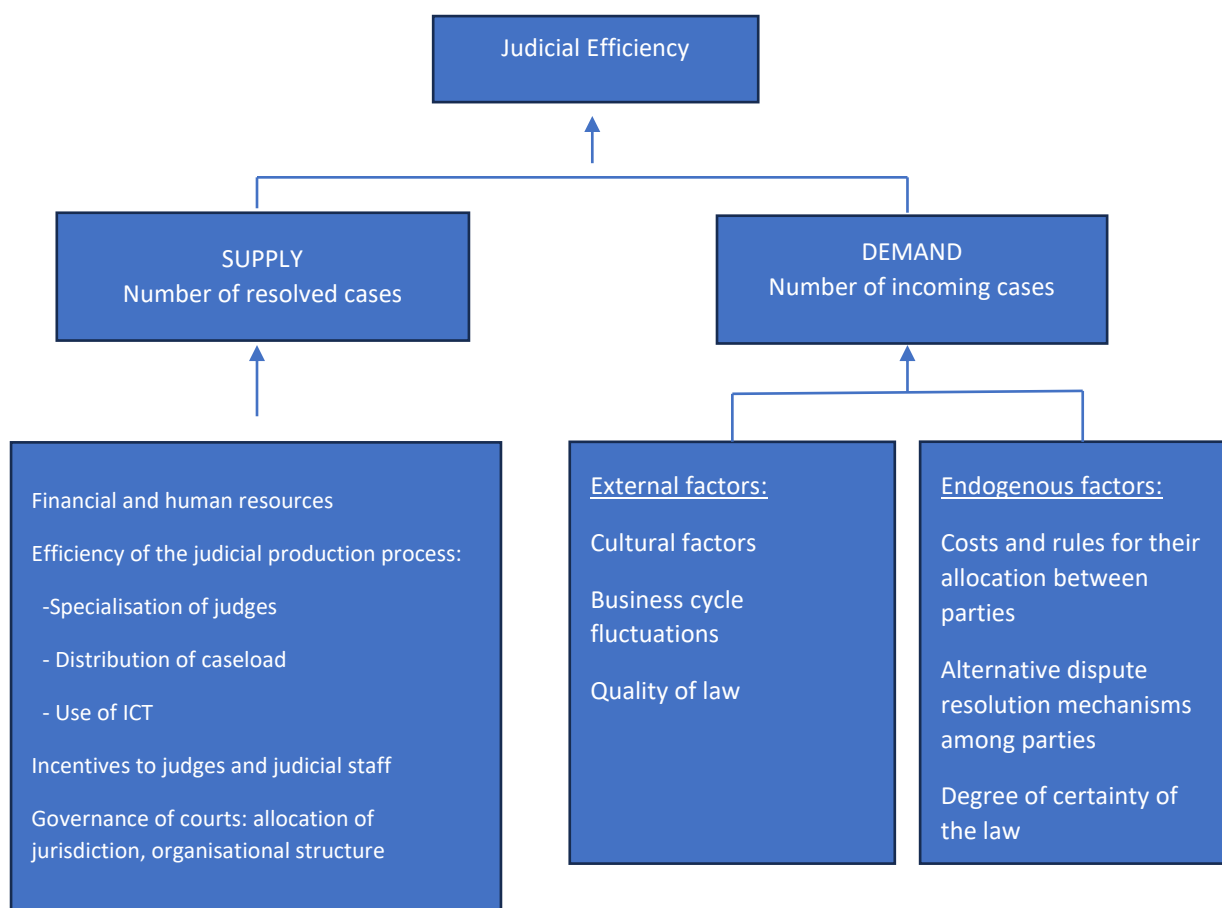


Source: Dai et al., 2025, own analysis.

Since the economic effects of judicial system reforms are fundamentally based on improving judicial efficiency, it is important to understand the factors that influence efficiency and can, in turn, be significantly affected by reform measures. To this end, a useful tool is the conceptual framework that is adopted by international organisations (OECD, IMF, World Bank) and depicts efficiency as a function of the interaction between the supply and demand for justice (Figure 2). The demand for justice is measured by the number of incoming cases and depends on business cycle fluctuations, the quality of law, court proceeding costs and rules, the degree of adoption of alternative dispute resolution mechanisms, and the influence of cultural characteristics. The supply of justice is reflected in the number of cases resolved and depends on the financial and human resources of the judicial system, the governance of courts (allocation of jurisdiction, organisational structure), the incentives provided to judges and judicial staff, and the efficiency of the judicial production process, the latter being linked to the distribution of the caseload, the level of specialisation of judges, and the widespread use of information and communication technologies.

Figure 2

Judicial efficiency drivers in Greece



Source: Palumbo et al., 2013; Dai et al., 2025.

Within this framework, the desired outcome for any country is an approximate balance between the supply and demand for justice, which translates to an efficient functioning of the judicial system and, hence, a timely adjudication of cases. However, there are examples of countries where supply systematically fails to meet demand, for reasons related to structural weaknesses in the judicial system or to the persistence of adverse factors triggering a higher volume of new cases (as, e.g., in the case of a prolonged economic recession raising the caseload related to bankruptcies, foreclosures, and breach of contracts). Under such conditions, efficiency remains chronically inadequate, the issuance of rulings is marked by significant delays, and structural reforms and interventions are rendered necessary to restore the system's balance and effectiveness.

Given the above conceptual framework, it becomes clear how reforms can directly affect judicial efficiency, thereby inducing significant positive effects on the economy. For example, reforms can strengthen the supply of justice, through measures to rationalise the allocation of jurisdiction, manage the caseload more effectively, improve the organisational structure of courts, simplify procedures, enhance infrastructure and digital systems, and strengthen human resources and their specialization. Furthermore, reforms can help to lighten the caseload of courts, by improving legislation, transferring certain types of cases to lawyers and notaries, restructuring court fees, promoting alternative dispute resolution mechanisms, etc.

The following section provides a concise overview of recent reforms in Greece, with a focus on the channels through which these interventions affect the efficiency of the judicial system.

3. Recent judicial system reforms in Greece

The recent and ongoing justice system reforms in Greece establish a modernised framework, encompassing adjustments and improvements that influence all the key drivers of the country's judicial efficiency. This new framework was developed by taking into account both domestic needs and international experience, drawing on the findings of a targeted study by the World Bank (World Bank, 2023) and taking into account the results of a broad public consultation process that consolidated the views of relevant stakeholders at the national and local levels. The utilization of resources from the Recovery and Resilience Facility (RRF), which funded the main reform initiatives as well as major investment projects to upgrade the judicial system's digital and physical infrastructure, was crucial to the design and implementation of the reform.

The core of the reform of the Greek judicial system is the establishment of the Judicial Map, while major complementary reform interventions aim to strengthen judicial staffing, improve, simplify and digitalise procedures, upgrade court facilities and relieve the courts of cases that can be settled by lawyers, notaries, or out of court.

Judicial Map

The enactment of the Judicial Map (Law 5108/2024) marks a turning point in the modernisation of Greece's justice system, introducing for the first time a unified and stable framework for the organization and territorial structure of first instance jurisdictions. The implementation of the Map promotes the improvement of judicial system efficiency directly and in multiple ways through a) the consolidation of the first degree of jurisdiction of the civil and criminal courts (abolition of Magistrate Courts and integration of magistrate judges into the Courts of First Instance), b) the spatial restructuring of the civil and criminal courts, c) provisions for the status and career progression of former magistrate judges, and d) the transfer of administrative responsibilities (e.g. procurement, maintenance of court buildings) from the heads of the courts and public prosecutors' offices to the Court Buildings Fund (TAXDIK).

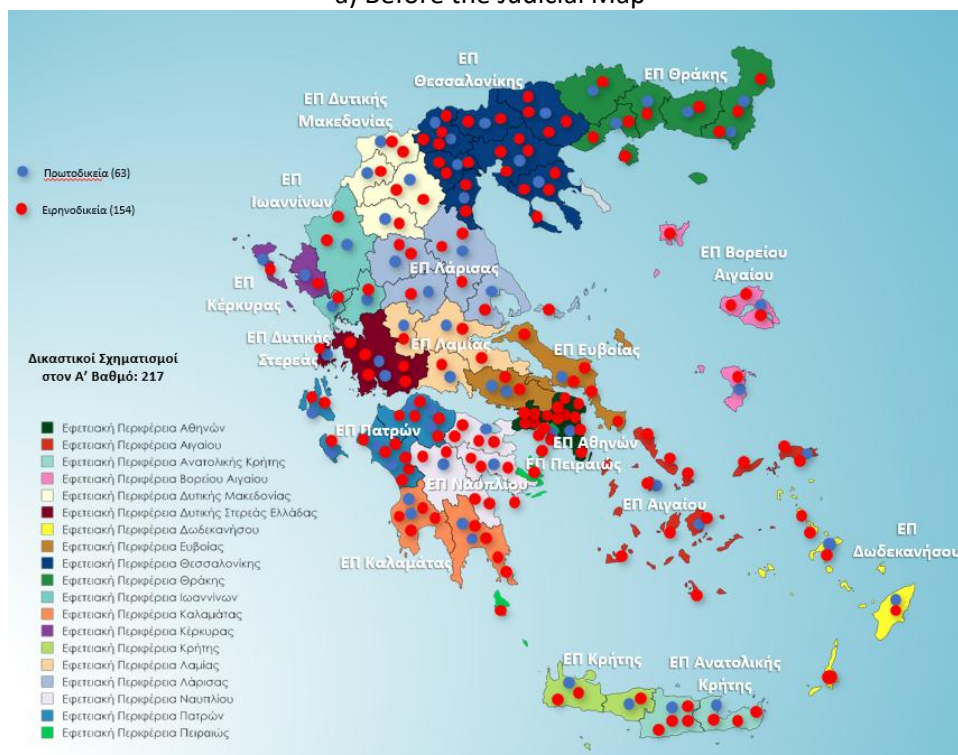
Already from the first judicial year following the implementation of the Judicial Map (i.e., as of September 16, 2024), the reform has led to radical changes in the geographical distribution of the country's courts, with a reorganization of the main judicial districts and the abolition of very small and less productive judicial units. As illustrated in Figure 3, the reform resulted in a transition from 217 first-instance courts (154 Magistrates Courts and 63 Courts of First Instance) to a system of 113 Courts of First Instance (56 central seats, 7 parallel seats, and 50 regional seats), with a central seat in every prefecture and special provisions regarding border regions and access for residents of islands and remote areas.

Specifically with regard to the Athens Court of First Instance, which handles more than 50% of the country's relevant caseload and represents the largest judicial district in Europe, the Judicial Map introduced significant changes to its organisation and territorial jurisdiction. In this context, a model of specialisation and decentralisation was implemented, separating the Criminal from the Civil Division and establishing five regional seats: Marousi, Koropi, Peristeri, Kallithea, and Elefsina. The latter two of these seats, which cover nine coastal municipalities in Attica, are to be transferred to the jurisdiction of the Piraeus Court of First Instance starting in the next judicial year.

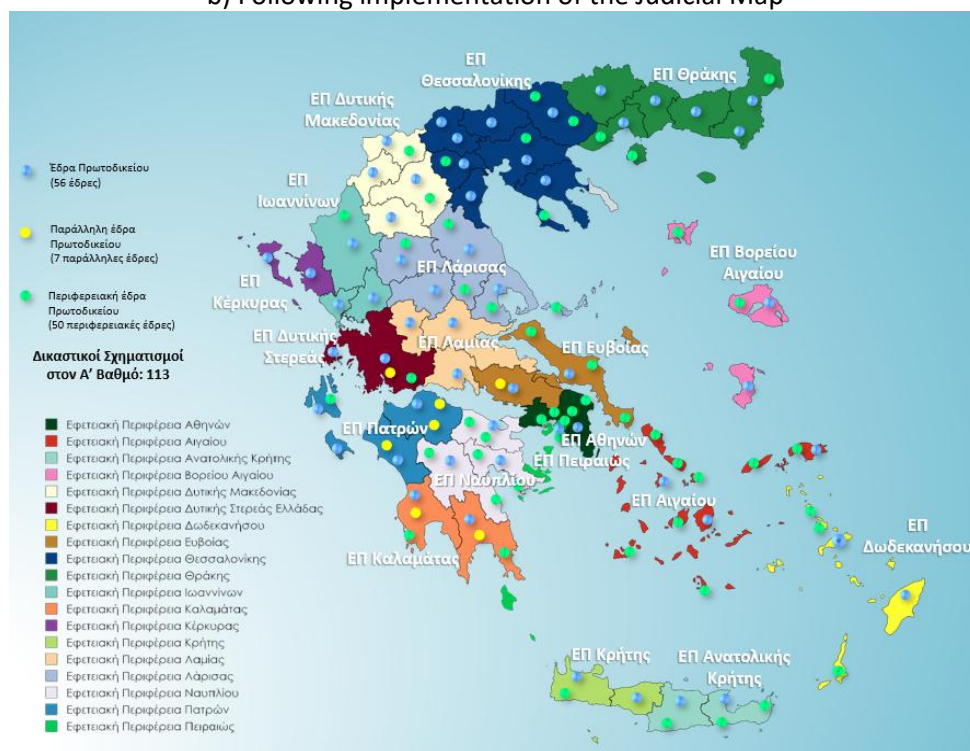
Figure 3

Territorial structure of the Courts of First Instance

a) Before the Judicial Map



b) Following implementation of the Judicial Map



Source: Ministry of Justice, Presentation of the judicial territorial structure (in Greek).

One of the main objectives of the Judicial Map, through the consolidation and territorial reorganization of the Courts of First Instance, was to achieve a more rational utilisation of the human resources of the judiciary (judges, judicial staff), with the aim of balancing the distribution of the judicial caseload.

More specifically, with regard to judges, the implementation of the reform led to 916 former magistrate judges being integrated into the Courts of First Instance, raising the body of first-instance judges to approximately 2,100.² The distribution of judges was subsequently applied according to the caseload of each court, with the aim of securing a minimum critical number of judges for the efficient operation of each judicial unit. To ensure the smooth transition of former magistrate judges into their new roles, a thorough training programme was conducted, funded by the RRF and implemented under the auspices of the National School of the Judiciary (ESDI). Through this programme, 882 former magistrate judges, all initially registered in a Special Seniority List,³ were trained. Subsequent to training, the Judicial Council of the Supreme Court decided in June 2025⁴ on the admission of 366 of these judges to the General Seniority List of first-instance judges, following their application and successful evaluation.

Regarding judicial staff, the permanent positions and staff of the abolished Magistrate Courts were reassigned to fill part of the vacancies in the corresponding Courts of First Instance. Furthermore, the implementation of the reform was followed by a process of gradual recruitment of new staff, through consecutive rounds of examinations for admission to the National School of the Judiciary (ESDI) (see below).

The results of the Judicial Map in strengthening court staff are reflected in a significant increase in the staffing levels of the country's major courts, which handle a large percentage of first-instance cases. Furthermore, they are reflected in the specialisation of judges at the Athens Court of First Instance, where, following the reform, each of the two separate divisions

² Based on data from the Ministry of Justice.

³ The Special Seniority List is the special seniority roster to which all active judicial officers serving as magistrates were added. Judges on this List were given the option of being included in the General Seniority List (that is, the general seniority roster for judges of civil and criminal courts), upon their application, following training and evaluation by the Supreme Judicial Council.

⁴ According to an announcement by the National School of National School of the Judiciary, dated 7 July 2026 and concerning the completion of the training programme for former magistrates (see [link](#), in Greek).

(Civil, Criminal) is served by specialized full-time judges. Specifically, before the establishment of the Judicial Map, the Athens Court of First Instance had 400 judges and 450 judicial staff, while following the implementation of the Map, the number of judges increased to 750 – 530 civil and 220 criminal judges – and the number of judicial staff reached 794. Furthermore, at the Thessaloniki Court of First Instance the number of judges increased from 120 to 223, while the Piraeus Court of First Instance was assigned 50 additional judges.⁵

Strengthening of the workforce of judicial staff

In contrast to the case of judges, where the ratio of their number to the population in Greece is high (44.4 judges per 100,000 inhabitants in 2024, the highest in the EU according to the latest available data from the CEPEJ indicators), and therefore the priority is more on training and making effective use of existing officials, Greece presented, until two years ago, a significant shortfall in the number of judicial staff. This shortfall has been reflected both in the latest available CEPEJ indicators on the ratio of non-judge (judicial) staff to population (53 judicial staff per 100,000 residents in Greece compared to a corresponding EU average of 71.9 in 2024), as well as in the corresponding figures for the ratio of non-judge staff to judges (1.2:1 in Greece, compared to 3.4:1 in the EU in 2024).

For this reason, in addition to the reassignment of judicial staff from the former Magistrate Courts to fill some of the vacancies in the Courts of First Instance, a major programme for the recruitment of non-judge (judicial) staff has been underway in recent years. This programme is being implemented through a series of competitive examinations for admission to the National School of the Judiciary (ESDI), with RRF funds contributing to the cost of training new staff. From 2023 to the present, six rounds of entrance examinations have been held for a total of 1,539 positions of new court clerks. Table 1 presents data from the Ministry of Justice on the number of admitted and graduated candidates per round of recruitment, broken down by educational category (university, technical, secondary).

⁵ The data regarding court staffing results are derived from a publication by Nomiki Bibliothiki, dated 19.11.2025 (see [link](#), in Greek)

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Table 1

Statistical data of admitted candidate court clerks and respective graduates from ESDI
from 2023 onwards

ROUND	YEAR	ADMITTED				GRADUATED				APPOINTEES			
		UE	TE	SE	TOTAL	UE	TE	SE	TOTAL	UE	TE	SE	TOTAL
ROUND A'	2023	193	10	108	311	186	10	108	304	178	10	104	292
ROUND B'	2024	163	62	-	225	160	61	-	221	158	58	-	216
ROUND C'	2025	242	42	70	354	240	42	68	350	240	42	66	348
ROUND D'	2026	93	7	125	225	92	7	123	222				
ROUND E'	2026	96	11	52	159	To graduate on 31.8.2026							
ROUND F'	2027	157	2	106	265	To enter ESDI as of 1.1.2027 and graduate on 30.6.2027							

Note: University Education (UE), Technical Education (TE), Secondary Education (SE).

Source: Ministry of Justice, July 2026.

According to data from the Ministry of Justice, the recruitment program is proving effective in filling vacant permanent positions. More specifically, despite retirements and resignations the share of permanent judicial staff positions covered increased to 68.2% in 2025 from 64.6% in 2022, with projections to reach 71.7% in 2026.

Transfer of non-litigious duties from judges to lawyers and notaries

An important aspect of the reform aimed at improving the efficiency of the judicial system has been the transfer of non-litigious cases (i.e., cases not involving a dispute) to lawyers and notaries. Relieving the courts of these matters saves time for judges and judicial staff, thereby helping to expedite the administration of justice for those cases where judicial intervention is necessary.

To begin with, Law No. 5095/2024 introduced targeted amendments to the Civil Code and the Code of Civil Procedure, transferring to lawyers the responsibility for acts related to the issuance of certificates of inheritance, the acceptance/renunciation of inheritances, and the registration/clearance of consensual mortgage pre-notations. Furthermore, the same law established provisions transferring to lawyers the duty to conduct the preliminary review of the registration or amendment of associations' statutes and requiring that sworn affidavits be

administered exclusively before a notary or a lawyer. Subsequently, Law No. 5221/2025, which reformed the Code of Civil Procedure (CCP), expanded the responsibilities of lawyers to include the issuance of orders for payment and orders for the recovery of leased property (with effect from 1 May 2026), while, in addition, the publication of all wills – including the authority to declare a will as principal – was assigned exclusively to notaries, with simultaneous introduction of the electronic Register of Wills - diathikes.gr (in effect from 1 November 2025).

According to data from the Ministry of Justice, during the first year of implementation of the transfer of cases under Law 5095/2024 – specifically, through 13 October 2025 – the courts were relieved of 69,308 cases (59,640 referring to mortgage pre-notations, 6,007 to certificates of inheritance, and 3,661 to associations’ statutes), while 229,795 affidavits were administered.⁶ Furthermore, a significant additional reduction of the caseload of courts was achieved via the provisions of Law 5221/2025, with the transfer of the authority for the publication of wills to notaries estimated to relieve courts of 60,000–70,000 cases per year.⁷ The immediate benefits of these reforms for citizens in terms of time and cost savings are also significant. Specifically, the publication of a will is now executed within 7 days, while prior to the reform it took about 330 days at the Athens Court of First Instance and up to 450 days at the Piraeus Court of First Instance.⁸

Other reforms on the basis of the new Code of Civil Procedure

In addition to the transfer of non-litigious duties to lawyers and notaries, Law 5221/2025 also included other structural provisions in the CCP, directly affecting the efficiency of the judicial system. These provisions were related to the redistribution of responsibilities, the improvement of procedures, the tightening of deadlines, and digitalisation.

⁶ According to data from a presentation of the Ministry of Justice dated 4.12.2025, on the subject of Greek Justice acceleration (see [link](#), in Greek).

⁷ According to data from a presentation of the Ministry of Justice dated 19.11.2025, on the first year of implementation of the Judicial Map (see [link](#), in Greek).

⁸ According to information from a presentation of the Ministry of Justice dated 16.10.2025, on the subject of the electronic Register of Wills (see [link](#), in Greek).

Indicatively, with regard to responsibilities and procedural matters, the revised CCP provides, among other things, for (i) the assignment of strict deadlines for litigants, (ii) the introduction, for the first time, of time limits for judges to issue judgments, (iii) the effective use of the pretrial phase, during which judges may conduct a preliminary review of a claim, so that formal deficiencies can be remedied before the hearing or the claim can be dismissed in the event of incurable indefiniteness, (iv) the reduction of the caseload of Multi-Member First Instance Courts by expanding the jurisdiction of Single-Member Courts of Appeal, and (v) the amendment of small claims proceedings (increase in the monetary threshold, changes in the hearing procedure) to enable the faster resolution of cases involving small monetary amounts.

In the area of digitalisation, the CCP introduced key measures for the digital transformation of the justice system, establishing the Electronic Case File, the Electronic Opposition Platform, the electronic service of documents and the ability to examine witnesses via teleconference.

The Electronic Case File, which is being implemented in the framework of the RRF, is a key digital transformation reform establishing the mandatory electronic filing of pleadings and other civil litigation documents on a single digital platform. Through this platform, which forms part of the Integrated Case Management System for Civil and Criminal Proceedings (OSDDY-PP), all parties involved in a court case can access and update all essential documents of the litigation in real time, with the date of hearing set immediately upon filing, within a maximum time limit of 210 days. The Electronic Case File system has been operating on a pilot basis since early 2026, with a gradual expansion of its scope and the target completion date set for early 2027.

The Electronic Opposition Platform, in operation as of September 2026, is a targeted digital tool designed to expedite the resolution of approximately 36,500 pending cases of opposition proceedings against payment orders and enforcement actions,⁹ for which the scheduled trial date currently extends as far as 2039.

⁹ According to the presentation of the Ministry of Justice dated 9.6.2026 on the Electronic Opposition Platform (see [link](#), in Greek).

Digital transformation of justice

The digitalisation reforms enacted under the new CCP mentioned above are part of a programme of major projects for the digital transformation of the justice system. The programme has a total budget of nearly 220 million euros and is funded by the RRF, co-financed programs, and structural funds. A significant portion of the programme was completed in 2025, while most of the remaining projects are expected to be completed within the current year. Table 2 summarizes the programme's major projects, which concern primarily the following:

- The development, upgrading, and expansion of the judicial system's information systems to support all procedures and activities, including the integration and support of the implementation of the Judicial Map and the new CCP, and the development of a digital court calendar (e-pinakio).
- The digitalisation of the Ministry of Justice data archives, the upgrade of the court record-keeping system, and the development of a data collection and processing system for judicial statistics.
- The provision of videoconferencing services to courts and correctional facilities.

Further to these major projects, a series of additional digital initiatives are being implemented to accelerate the administration of justice. These include the electronic service of judicial documents, the use of artificial intelligence on a pilot basis, and the electronic transmission and receipt of requests, forms, notifications, orders, legal documents, and more.

The completion of the programme to upgrade the judicial system's digital infrastructure will offer new opportunities to facilitate and expedite the administration of justice. Taking full advantage of the capabilities will, however, require a period of adjustment to ensure systematic and comprehensive training and the gradual familiarisation of judges, lawyers, and judicial staff with the new e-justice systems. At the same time, the monitoring and adaptation of these systems to evolving needs and capabilities should be an ongoing process, as the use of the systems in practice is likely to reveal areas for improvement, while digital technologies are, in any case, constantly advancing.

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Table 2

Major projects for the digital transformation of the justice system (E-Justice)

Project purpose	Stage	Budget (including VAT)
Development of an Integrated Information System to modernize the operations of the Court of Auditors	- The main scope of the project was completed in 2025. - The 1st and 2nd options of the project have been activated. Completion in mid-2026.	€ 8,199,871 through the RRF. € 620,000 for the 1st option and € 1,425,911 for the 2nd option of the project.
Upgrade and expansion of the Integrated Case Management System for Civil and Criminal Proceedings (OSDDY-PP 2nd phase)	Following Law 5221/2025 (new CCP), adjustment/addition to scope and extension of the timeline until 31.12.2026.	€ 45,539,679 through the RRF. € 3,462,204 for the adjustment/addition to the scope, with funding from the Development Programme of the Ministry of Justice.
Digital upgrade of the Integrated Case Management System for Administrative Justice (OSDDY-DD)	Completion in the 1st quarter of 2027.	€ 9,120,762 through the NSRF 2021-2027.
Upgrade of the National Criminal Records information system and further expansion of its services	Completion in mid-2026.	€ 11,632,967 through the RRF.
Digitalisation of data archives of the Ministry of Justice	Completion in mid-2026.	€ 96,393,714 through the RRF.
Upgrade of the court record-keeping system	Completion in mid-2026.	€ 28,507,600 through the RRF.
Videoconferencing services for courts and correctional facilities, and development of a digital court calendar (e-pinakio)	Completion in mid-2026.	€ 16,500,278 through the NSRF 2021-2027.
Development of a data collection and processing system for judicial statistics	Completed in 2025. The Ministry of Justice operates an Independent Department for the Collection and Processing of Judicial Statistics (JustStat)	€ 947,164 in the framework of the Programme 'Digital Transformation' 2021-2027 with funding from the NSRF and national funds through the PIP.

Source: Ministry of Justice, Information Memo from the ICT Project Management Office, April 2026.

Upgrade of court building facilities

Court building facilities significantly shape the working environment of judges, lawyers, and court staff, and affect the quality of service provided to citizens by the courts. The implementation of the new Judicial Map and the corresponding changes in the territorial structure and staffing of courts have created new and diversified building needs, adding to the already existing requirements for modernising the old courthouse infrastructure. In response to these needs, judicial system reforms are supported by a major programme of the Ministry of Justice for the construction and upgrade of court buildings, with a total budget of over 500 million euros.

A significant portion of this programme, with a budget of over 210 million euros, concerns the courthouses of Attica¹⁰ and is funded by resources from the RRF, national funds, and resources from the Court Buildings Fund (TAXDIK). Among the projects currently underway, the largest involve the construction of a new building for the Piraeus Court of First Instance, with a budget of €80.9 million and a completion date set for late 2026, and the building works at the Athens Court of First Instance (extensive renovation of the Criminal Division buildings, replacement of prefabricated structures with new buildings, addition of a floor to the building of the former Magistrate Court, etc.). Completed projects include the renovation of the building housing the Council of State, renovations at the Athens Court of Appeals (replacement of old, energy-inefficient air conditioning units, construction of a courtroom for large trials), the energy upgrading of the Court of Auditors building, and the renovation of the Athens Administrative Courts complex.

Concerning the programme for the rest of the country,¹¹ projects are primarily funded by national resources, with one component being implemented through Public-Private Partnerships (PPPs) and a second component progressing through public works procedures.

¹⁰ According to the presentation of the Ministry of Justice dated 4.11.2025 on the Building Programme for the courts of Attica (see [link](#), in Greek).

¹¹ According to the presentation of the Ministry of Justice dated 22.10.2025 on the Building Programme for Regional Courts (see [link](#), in Greek).

The PPP program initially included partnerships with a total budget of approximately 240 million euros. More specifically, the programme provided for (i) the construction of courthouses in Edessa, Serres, and Kilkis and the reconstruction of the courthouse of Thessaloniki (total budget of €120 million), (ii) the construction of courthouses in Lamia and Volos, the reconstruction of the existing courthouse of Trikala and the construction of a new wing in the courthouse of Karditsa (total budget of €48.3 million), and (iii) the construction of the Heraklion courthouse and the reconstruction of the courthouse in Rethymno (budget of €70.1 million). Along the way, one amendment that was deemed necessary due to problems concerned the courthouse of Thessaloniki (budget: €79 million). It was decided that this reconstruction should be removed from the PPP framework and proceed as a separate public project.

The remainder of the programme, funded primarily by TAXDIK and the Public Investment Program, amounts to approximately 65 million euros and comprises the construction of two new courthouses, in Alexandroupoli and Giannitsa, the construction of new courtrooms and offices at the Mytilene Court of Appeals, and the execution of several reconstruction and renovation projects in court buildings across the country, the latter ranging from small amounts to several million euros (such as the reconstruction of the old courthouse in Komotini, with a budget of €6.5 million).

The above programme is expected to be completed by 2030 and is supplemented by a building lease program designed to meet the more urgent needs for the housing of judicial services in areas where suitable public buildings are not available or where the construction of new courthouses is not possible. A significant reform for the future management of court buildings will be the transfer of this responsibility from judicial officers and staff to TAXDIK, in accordance with the relevant provision of the Judicial Map.

Alternative dispute resolution

An important new justice system reform, which affects the functioning and effectiveness of the judicial system by helping to relieve it of cases that can be resolved out of court, concerns the establishment of a new Alternative Dispute Resolution Code. The relevant draft law, which

was recently submitted for public consultation,¹² consolidates the previously scattered provisions and establishes a reformed, unified, and self-contained framework for the three main forms of out-of-court dispute resolution: Arbitration, Mediation, and Judicial Mediation.

4. Effects of the reforms on the improvement of judicial system efficiency

Based on the content of recent and ongoing judicial system reforms in Greece, and taking into account the drivers of judicial efficiency (Figure 2), it is clear that the wide range of interventions being implemented in Greece is promoting a more balanced relationship between the supply of and demand for justice. Specifically, these interventions:

- enhance in all respects the efficiency of courts in resolving cases by improving the allocation of jurisdiction and the distribution of the caseload, strengthening human resources, enhancing the specialisation of judges, improving the administrative organization of courts, promoting the digital transformation of the justice system, upgrading court building infrastructure, etc.
- relieve the courts of cases that can be dealt with or resolved out of court, by transferring non-litigious duties to lawyers and notaries and improving the institutional framework for alternative dispute resolution.

The content of this multifaceted reform programme offers the prospect of a substantial improvement in the speed of the administration of justice and, therefore, in the efficiency of the Greek judicial system, an outlook further supported by the availability of significant initial results for some of the reforms implemented, as mentioned in the previous section of this Bulletin.

Based on the above, it would be reasonable to expect that Greece will gradually exhibit significant improvements with respect to the values of key judicial system performance indicators. The two most representative and widely adopted indicators of this kind, employed

¹² See [link](#), in Greek.

in the relevant assessments by European institutions and international organisations, are Disposition Time and the Clearance Rate.

The *Clearance Rate* is defined as the ratio obtained by dividing the number of resolved cases by the number of incoming cases in a given period, expressed as a percentage, i.e.:

$$\frac{\text{Resolved cases}}{\text{Incoming cases}} \times 100.$$

A Clearance Rate above 100% indicates the ability of the system to resolve more cases than it receives, therefore clearing part of the existing case backlog. On the contrary, a rate below 100% suggests that the number of incoming cases is higher than the number of cases resolved, leading to an accumulation of pending cases.

The estimated *Disposition Time* expresses the time (in days) needed to resolve a pending case in a court of first instance, under a court's current output capacity. The indicator is equivalent to the total number of pending cases at the end of a period of reference divided by the number of resolved cases over the same period, with this ratio expressed in days by multiplication to the number of days of the period of reference, i.e.:

$$\frac{\text{Pending cases at end of observed period}}{\text{Resolved cases during the observed period}} \times \text{number of days of the period}.$$

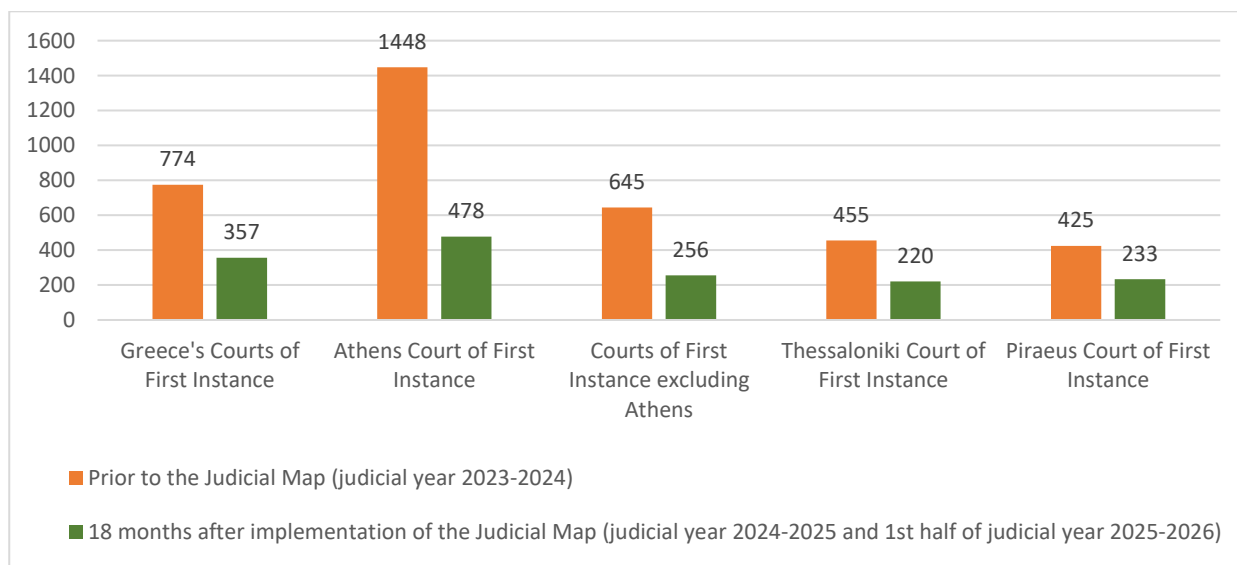
In the latest release of the CEPEJ indicators (2026), the data used to calculate these indicators refer to the year 2024 and therefore, in the case of Greece, do not reflect the effects of the recent significant reforms. To fill this information gap, the Independent Department for the Collection and Processing of Judicial Statistics (JustStat) of the Ministry of Justice uses the data it collects on the flow of cases through the judicial system and calculates updated values for these indicators for the country's Courts of First Instance. The most recent update of the indicators, published on 9 July 2026, presents the values of the indicators prior to the implementation of the Judicial Map (judicial year 2023–2024) and 18 months after the implementation of the Judicial Map (a period covering the judicial year 2024–25 and the first half of the judicial year 2025–2026). The data for the 18-month period essentially provide a picture of the indicators one and a half years after the implementation of the Judicial Map, a

period sufficient to draw conclusions regarding the initial effects of the reform on the efficiency of the judicial system.

As can be seen from Figure 4, the reform has already produced a significant impact on reducing the Disposition Time in the country's Courts of First Instance, from 774 days prior to the reform to 357 days one and a half years after the implementation of the Judicial Map. Among the major Courts of First Instance, a very significant reduction in the Disposition Time – from 1,448 to 478 days – has been recorded at the Athens Court of First Instance, whilst significant reductions, of 235 and 192 days respectively, have been recorded at the Courts of First Instance of Thessaloniki and Piraeus. These results translate into a significant increase in the speed of justice administration at first instance, even though not all measures of the reform have yet been implemented.

Figure 4

Estimated Disposition Time of Greece's Courts of First Instance



Source: Ministry of Justice, Independent Department for the Collection and Processing of Judicial Statistics (JustStat), July 2026.

According to Table 3, following the reform of the Judicial Map, the number of incoming cases filed with the country's Courts of First Instance has risen significantly due to the consolidation of the first degree of jurisdiction. At the same time, however, the Clearance Rate increased significantly, from 86.2% to 105.1% across all the country's Courts of First Instance, from 86.0% to 112.7% at the Athens Court of First Instance, from 88.9% to 113.3% at the

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Thessaloniki Court of First Instance, and from 77.2% to 101.1% at the Piraeus Court of First Instance. These figures indicate that, both overall and in the country's major Courts of First Instance, the number of cases resolved has risen above the number of incoming cases, indicating a gradual reduction of the backlog of cases.

Table 3

Incoming and resolved cases and Clearance Rate of first-instance courts in Greece before and after the implementation of the Judicial Map

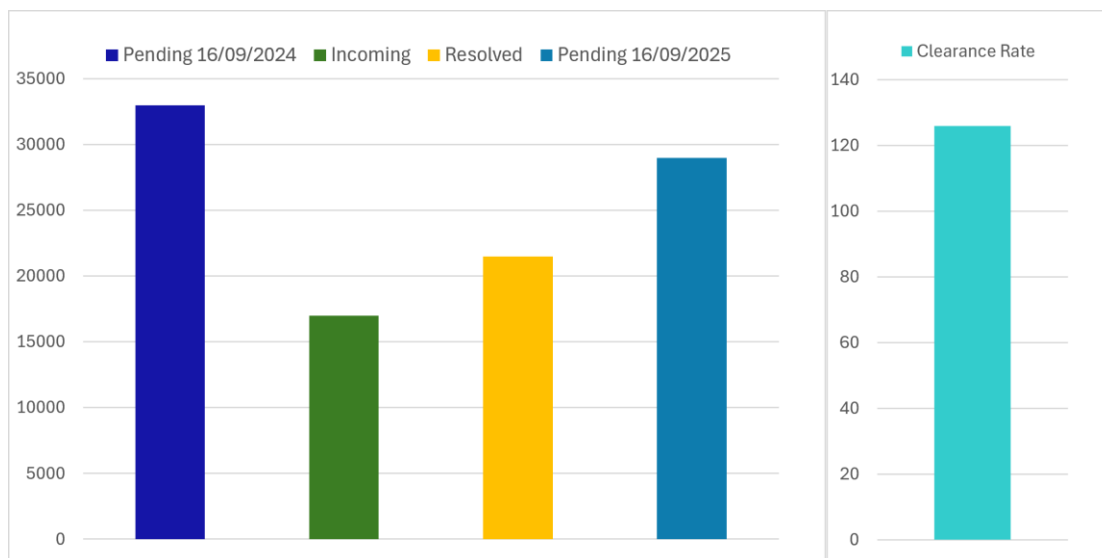
	Before the Judicial Map (judicial year 2023-2024)			Following 18 months of implementation of the Judicial Map (judicial year 2024-2025 and 1 st half of judicial year 2025-2026)		
	Incoming cases	Resolved cases	Clearance Rate	Incoming cases	Resolved cases	Clearance Rate
All Courts of First Instance	201,479	173,714	86.2%	588,339	618,239	105.1%
Athens Court of First Instance	70,014	60,182	86.0%	249,028	280,761	112.7%
Thessaloniki Court of First Instance	25,959	23,084	88.9%	61,876	70,110	113.3%
Piraeus Court of First Instance	11,658	9,002	77.2%	23,674	23,927	101.1%

Source: Ministry of Justice, Independent Department for the Collection and Processing of Judicial Statistics (JustStat), July 2026.

Based on the above data, the reform has already produced tangible and significant results in speeding up justice at first instance, whilst a further significant improvement in efficiency indicators can be expected as the measures mature and are fully implemented. According to the flow of expected effects of judicial system reforms on economic growth (Figure 1), the apparent substantial improvement in the efficiency of the Courts of First Instance may help to boost investment, productivity, and businesses' access to finance, thereby contributing to the growth of the Greek economy. Furthermore, developments in the efficiency of second-instance courts will also be a key factor in the economic impact of the reform, as the speed of justice at second instance is also affected directly and indirectly by the interventions implemented.

Figure 5

Clearance rate of second-instance courts in Greece in the first year of implementation of the Judicial Map (judicial year 2024-2025)



Source: Ministry of Justice, Statistical data for Second-Instance Courts. 16.9.2024 - 15.9.2025.

As can be seen from the data presented in Figure 5, which relate to the development of the Clearance Rate at the second degree of jurisdiction, during the first year of implementation of the Judicial Map there was significant improvement in the performance of second-instance courts, with the respective Clearance Rate exceeding 120%.

List of acronyms

IMF: International Monetary Fund

ESDI: National School of the Judiciary

OECD: Organisation for Economic Co-operation and Development

PIP: Public Investment Programme

PPP: Public-Private Partnerships

RRF: Recovery and Resilience Facility

TAXDIK: Court Buildings Fund

ICT: Information and Communication Technologies

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