

CDADI(2025)33

2 October 2025

BUREAU OF THE STEERING COMMITTEE ON ANTI-DISCRIMINATION, DIVERSITY AND INCLUSION

10th meeting, 24 September 2025

Report

1. The Bureau of the Steering Committee on Anti-discrimination, Diversity and Inclusion (CDADI) held its tenth meeting on 24 September 2025 at the Council of Europe office in Paris. The Chair, Erik ADELL HELSTRÖM (Sweden), chaired the meeting; the participants in attendance are listed in [Appendix I](#).

ITEM 1: Opening of the meeting and adoption of the agenda

2. The Bureau adopted the agenda as it appears in [Appendix II](#).

ITEM 2: Developments since the 11th CDADI plenary meeting

3. The Secretary of CDADI updated the Bureau on the GR-H meeting of 23 September where CDADI's Terms of Reference for 2026 – 2027 had been discussed, as had two thematic reports of the Committee of Experts on Roma and Traveller Issues (ADI-ROM) and the draft Committee of Ministers Recommendation on Equality of rights of intersex persons. The Bureau took note of the initiatives taken to ensure that the Secretary General's New Democratic Pact for Europe reflects that the equal participation of everyone in society is a core building block of democracy. The Secretariat informed the Bureau of the preparation of a Thematic Seminar on equal participation in democracy, which is planned for early 2026 in cooperation with colleagues from the Gender Equality Division; it would serve to further explore the importance of equality for democracy and how to ensure equal participation of all. Finally, the Bureau approved a proposal to organise a colloquium on the topic of the Root causes of racism during the 13th plenary meeting with a view to exploring the psychological, sociological and historical roots of racism and ensuring that CDADI's work in this regard is effective.

ITEM 3: Overview about the work to be done during the biennia 2024/2025 and 2026-2027

4. The Secretary of CDADI gave an overview of the Terms of Reference of CDADI and its substructures as well as the CDADI workplan for 2024-2027. All work streams were on track. Regarding the two new deliverables, which were proposed for addition to the mandate (on Equality and the environment, and on Equality mainstreaming), the Committee of Ministers would take decisions in the framework of its mid-term review of the Terms of reference of intergovernmental committees by the end of November.

ITEM 4: Working structures for 2026-2027

5. The Secretary of CDADI presented the current structures and an overview of membership of the various expert committees and working groups. The Bureau agreed that it would be worthwhile to confirm with the member States in CDADI which working groups they continue to be interested in actively participating for 2026-2027. To assist in this reflection, the Secretariat would prepare a short document setting out the timelines and expected workplan of each group. The Bureau's preliminary view was that the future work on artificial intelligence (AI) in follow up to the draft Recommendation on Equality and AI could be carried out by a separate working group. The Bureau agreed that the rules for reimbursement of the Committee of Experts on Roma and Traveller Issues (ADI-ROM) and the Committee of Experts on Sexual Orientation Gender Identity and Expression and Sex Characteristics (ADI-SOGIESC) were working well and thus would not change.

ITEM 5: Elections of Chair, Vice-Chair and Bureau members, (Re-)Appointment of Rapporteurs

6. The Bureau took note of the need to hold elections for the positions of Chair, Vice-Chair and three Bureau members of CDADI at the 12th plenary meeting. Rapporteurs for the perspectives of gender, youth, children's rights, and rights of persons with disabilities and a Rapporteur on the Environment and equality would also need to be (re)appointed.

ITEM 6 – Evaluation of CDADI initiated by the Council of Europe Directorate of Internal Oversight (DIO)

7. The Secretary of CDADI gave an overview of the progress made in implementing the recommendations made in the Evaluation report prepared by DIO. The aim would be to be able to consider all recommendations implemented by early 2026.

ITEM 7 - Preparation of the 12th CDADI meeting

8. The Chair of the Committee of Experts on Artificial Intelligence, Equality and Discrimination (GEC/ADI-AI), Kätlin SANDER (Estonia), informed the Bureau on work progress. The Secretariat had prepared revised drafts of the Recommendation on Equality and AI and its Explanatory memorandum based on comments received during the public consultation and the written consultation of members, participants and observers of CDADI and the Gender Equality Commission (GEC). These drafts had been circulated with the Expert Committee in July and the Expert Committee had sent its written comments in early September. The drafts would be considered in detail by the Expert Committee at its 4th and final meeting from 7-9 October 2025, where the drafts were expected to be finalised and transmitted to CDADI and GEC. The Secretariat had participated in several meetings with colleagues from the European Commission on the topic of the compatibility of the draft Recommendation with the AI Act of the European Union (EU). There had been a constructive attitude on both sides and it was possible to accommodate the majority of the EU Commission's proposals. Coordination of EU member States was ongoing. The Chair of the GEC/ADI-AI and the Bureau underlined the importance of CDADI continuing its work on AI following the expected completion of the Recommendation by the end of 2025, as it is foreseen in the CDADI terms of reference.
9. The Chair of the ADI-ROM, Iulian PARASHIV (Romania), updated the Bureau on the progress of work which will be discussed at the 12th ADI-ROM meeting on 14 and 15 October. The working group tasked with finalising the draft Council of Europe Strategy for Roma and Traveller Inclusion 2026-2030 had had its 3rd meeting at the beginning of September. The draft had been revised

based on suggestions put forward by the working group as well as written comments received from members, participants and observers of ADI-ROM and of CDADI and would be finalised for the forthcoming plenary meetings. The final evaluation report on the implementation of the Strategic Action Plan for Roma and Traveller Inclusion (2020-2025) would be presented to ADI-ROM and CDADI for their approval at the forthcoming plenary meetings. A thematic visit on relations between Roma communities and the police had been hosted by Romania (17-19 June 2025). The report would be presented to ADI-ROM for adoption and for CDADI to take note of at the forthcoming plenary meetings. A Thematic report on inclusion of Roma history in school curricula would be prepared, based on a visit scheduled for 7-8 October 2025, hosted by the Slovak Republic. The preliminary findings of the visit would be presented during both ADI-ROM and CDADI plenary meetings, to be followed by a written procedure in ADI-ROM. The draft recommendation on desegregation and inclusion policies and practices in the field of education of Roma and Traveller children was advancing well. The working group had held its second meeting in Strasbourg from 9-10 September 2025. The Handbook on democratic governance and representation and participation of Roma and Travellers in public and political life, due for the end of 2026, was underway. The Handbook would offer practical tools and guidance to help governments and communities support the democratic participation of Roma and Travellers.

10. The Secretariat updated the Bureau on the work of the working group on intersectional discrimination. The fourth online meeting would take place on 2 October, where the Feasibility study on preventing and combating intersectional discrimination was expected to be finalised for transmission to CDADI. A revised draft had been prepared by the Secretariat and the independent consultant to respond to written comments made by members, participants and observers of the GEC and of CDADI. The Bureau agreed that the working group should be asked whether they wished to continue their participation in the working group to draft a Committee of Ministers recommendation based on the outcomes of the Study. These meetings would take place in person in 2026-2027, and so the size of the group would be limited due to resource implications.
11. The Secretariat updated the Bureau on the work of the working group on hate speech and hate crime. The working group would next meet online on 2 October to discuss the preparation of the review report on the implementation of selected aspects of Recommendation CM/Rec(2022)16 on Combating hate speech, with the involvement of the Steering Committee on Media and Information Society (CDMSI). The Bureau shared preliminary thoughts on aspects of CM/Rec(2022)16 that the report could address, including the appearance of hate speech in public discourse, challenges in addressing online hate speech, and cooperation between different agencies in preventing and combating hate speech and hate crime. The need to link this work to the work of the ADI-SOGIESC was emphasised. Planning for the No Hate Speech Week 2026, which would coincide with the Parliamentary Assembly meeting, was underway. By way of follow up to Recommendations CM/Rec(2024)24 on Combating hate crime and CM/Rec(2022)16 on Combating hate speech, an academic conference entitled *Challenging Hate: A Human Rights Approach* would be organised by the European Centre for the Study of Hate in association with CDADI on 28-29 May 2026 in Limerick, Ireland. A save-the-date had been sent to members, participants and observers of CDADI requesting them to publicise the conference throughout their networks. The Bureau emphasised that it would be important for academics from a diverse geographical background to participate.
12. The Secretariat presented the preparatory work undertaken for the drafting of a Study on the impact of the environmental crisis on persons exposed to discrimination and measures to prevent

and alleviate such impact. An independent consultant would prepare the first draft in the coming weeks and give a presentation at the plenary meeting. A rapporteur should be appointed.

13. The Chair of the Committee of Experts on Intercultural Inclusion (ADI-INT), Karoline FERNÁNDEZ DE LA HOZ ZEITLER (Spain) updated the Bureau on work progress. The Self-assessment tool on multilevel governance for intercultural inclusion had been improved and shortened. The revised tool would be presented to the ADI-INT for its approval at the 8th meeting from 14-15 October with the aim of submitting it to CDADI for adoption at its 12th meeting. The Peer-learning and benchmarking tool on inclusion strategies was under development. This deliverable would aim to operationalise the Guidance document on strategies for inclusion in the fields under the responsibility of CDADI in a practical way, by developing a methodology for a tool which will enable its implementation in practice at national, regional and local levels. During its 7th meeting in May 2025, the ADI-INT exchanged on challenges regarding the implementation of the Committee of Ministers Recommendation (2022)10. Members cited shrinking political, public, financial support for inclusion; increasingly hostile narratives and community tensions and management of migration as hard security issue; and limitations and difficulties in working effectively across sectors and levels. Possible solutions identified included further investment in democratic security and making inclusion an integral part of the new Council of Europe New Democratic Pact for Europe; improving awareness, understanding and implementation of intercultural inclusion and multilevel governance; enhancing visibility of benefits of inclusion and of Council of Europe standards/tools; and empowering and supporting local level responses which can show benefits. The ADI-INT was also exploring potential work on tackling spatial segregation. This would be discussed in October and look at possible next steps including member experience sharing, expert consultations, and mapping of existing challenges, frameworks and knowledge. Elections of the members of the Committee were under preparation.
14. The Chair of the ADI-SOGIESC, Yuri DE BOER (Netherlands), updated the Bureau on the work progress. The 4th meeting would take place on 28-29 October in Strasbourg and online. A Chair and Co-Chair would be elected and a Gender Equality Rapporteur would also be appointed. A high-level event was planned for 27 October at the Council of Europe to mark Intersex Awareness Day (26 October) and the expected adoption of the Recommendation on the Equality of rights of intersex persons by the Committee of Ministers. This event would also mark the launch of the #EuropeGoesPurple campaign from 26 October to 8 November (Intersex Day of Solidarity). On 15 September 2025, the Chair of ADI-SOGIESC had taken part in a discussion on combating discrimination, violence and harmful practices against intersex persons at the sixtieth session of the Human Rights Council in Geneva. Regarding the draft Council of Europe strategy for the equality of rights of LGBTI persons (2027-2032), the Secretariat had revised the text taking account of written comments received from members, participants and observers of the ADI-SOGIESC and CDADI. A second consultation had also been carried out with members of the SOGIESC inter-secretariat task force. CDADI members, participants and observers would be asked to share their initial reactions during the upcoming plenary meeting and subsequently to provide written comments. Regarding the thematic review of the implementation of Recommendation CM/Rec(2010)5 on measures to combat discrimination on grounds of sexual orientation or gender identity, the focus for 2025 was on hate speech based on SOGIESC grounds. Malta and Norway had confirmed their participation in the national thematic reviews. ADI-SOGIESC will organise a roundtable discussion on 27 October in Strasbourg to explore difficulties faced by member States in addressing SOGIESC-based hate speech, and to highlight promising practices. At its next meeting, the ADI-SOGIESC will decide on the topic for the 2026–2027 thematic review of

CM/Rec(2010)5. The Study on the risks and impediments to the full access to rights resulting from discrimination and violence on grounds of gender expression is scheduled for completion by 2027. A short overview would be presented to CDADI at the forthcoming plenary meeting and a detailed outline would be presented in the first half of 2026.

15. The Secretariat presented the progress of the working group on deliverables regarding national minorities and the preparation of a Study on minority or regional language protection. The 5th meeting of the working group would take place for one day online on 3 October and a final half day online meeting had been scheduled for 5 November. It was planned to consult CDADI in writing on chapters III – V of the Study before the 12th plenary meeting. The Bureau also proposed asking CDADI for its views on possible follow up work to this Study at the 12th plenary meeting. Finally the appointment of members to the working group for 2026-2027 was discussed with a view to the preparation of a Study containing practical guidance on data collection in relation to the rights of persons belonging to national minorities and the use of regional or minority languages including through population censuses.
16. The Secretariat presented the work on equality mainstreaming. The working group would meet for the first time online on 30 October to discuss and further develop the Guide and checklist for implementing equality mainstreaming and to agree on the goals and develop the activities of the working group.
17. The Secretary of CDADI updated the Bureau on cooperation and planned exchanges with other entities of the Council of Europe, including the Commissioner for Human Rights during the 12th plenary meeting. The Bureau discussed possible topics for the exchange, including a view of future challenges and possible solutions in the fields under the responsibility of CDADI. The Chair would provide members, participants and observers of CDADI with an update on the work of the Steering Committee on Culture, Heritage and Landscape (CDCCP) on the draft Committee of Ministers Recommendation culture and heritage sectors' importance in promoting non-discrimination and protection of vulnerable groups. The Secretariat's involvement in this work was ongoing. Regarding the work of the Drafting Committee on Human Rights and Drug Policies (DH-PDA) Robert GAJDA (Albania) continued his participation in the work as a member of this committee.

ITEM 8 – Draft agenda for the 12th CDADI meeting

18. The Secretary of CDADI presented the draft agenda for the 12th CDADI meeting and gave an overview of each item. The Bureau was happy with the ambitious work programme.

ITEM 9 –Date of the next Plenary and Bureau meetings

The Bureau planned the dates for upcoming meetings as follows:

- 13th plenary: 16-18 June 2026, Strasbourg (possibly back-to-back with colloquium on the root causes of racism);
- 11th Bureau meeting 6-7 May 2026, Paris.

ITEM 10 – Any other business

19. None.

Appendix I

List of Participants / Liste de participant·es

BUREAU MEMBERS / MEMBRES DU BUREAU

AUSTRIA/AUTRICHE

Kerstin SITTE LL.M.

Deputy Head of Department for National Minority Affairs Federal Chancellery/ *Directrice adjointe du département des affaires relatives aux minorités nationales, Chancellerie fédérale*

CZECHIA/TCHÉQUIE

Viktor KUNDRÁK, E.MA

Director, Department of Human Rights and Protection of Minorities
Office of the Government of the Czech Republic, Prague/ *Directeur, Département des droits humains et de la protection des minorités, Bureau du gouvernement de la République tchèque, Prague*

SWEDEN/SUÈDE

Erik ADELL HELLSTRÖM (Chair)

Deputy Director for EU- and International Affairs, Division for Human Rights and Discrimination Issues, Ministry of Employment, Stockholm/ *Directeur adjoint des affaires européennes et internationales, Division des droits humains et des questions de discrimination, ministère de l'Emploi, Stockholm*

SWITZERLAND/SUISSE

Dominique STEIGER LEUBA (Vice-Chair)

Avocate, conseillère juridique
Unité Protection internationale des droits de l'homme, Office fédéral de la justice OFJ
Département fédéral de justice et police, Berne
Lawyer, Legal advisor, International Human Rights Protection Unit, Federal Office of Justice, Federal Department of Justice and Police

UNITED KINGDOM/ROYAUME UNI

Sean FINCH

Head of LGBT+ International, Workplace, Asylum and Resettlement, and Hate Crime Policy
Government Equalities Office, Manchester/ *Responsable de la politique internationale LGBT+, du lieu de travail, de l'asile et de la réinstallation, et des crimes de haine*

INVITED SPEAKERS / INTERVENANT·ES

Karoline FERNÁNDEZ DE LA HOZ ZEITLER, ADI-INT Chair/ *Présidente de l'ADI-INT*

Iulian Costel PARASCHIV, ADI-ROM Chair/ *Président de l'ADI-ROM*

Yuri De BOER, ADI-SOGIESC Chair/ *Président de l'ADI-SOGIESC*

Käthlin SANDER, GEC/ADI-AI Chair/ *Présidente du GEC/ADI-AI*

SECRETARIAT / SECRÉTARIAT

Directorate General of Democracy and Human Dignity / Direction générale de la démocratie et de la dignité humaine

Wolfram BECHTEL, Secretary of CDADI, Anti-discrimination Department / Secrétaire du CDADI, Service de l'anti-discrimination

Charlotte GILMARTIN, Co-Secretary of CDADI, Anti-discrimination Department / Co-Secrétaire du CDADI, Service de l'Anti-discrimination ; Co-Secretary of the GEC/ADI-AI, / Co-Secrétaire de la GEC/ADI-AI

Cristina MILAGRE, Seconded Official, CDADI Division, Anti-discrimination Department / *Mis-a-disposition*, *Division de CDADI*, Service de l'anti-discrimination

Eleni TSETSEKOU, Secretary of the ADI-ROM, Head of Division of the Roma and Travellers Team, Anti-discrimination Department / *Secrétaire de l'ADI-ROM*, *Cheffe de la division pour l'Equipe Roms et Gens du Voyage*, Service de l'anti-discrimination

Oana TABA, Co-Secretary of the ADI-ROM, Roma and Travellers Team, Anti-discrimination Department / *Co-Secrétaire de l'ADI-ROM*, *Equipe Roms et Gens du Voyage*, Service de l'anti-discrimination

Rita MARASCALCHI, Secretary of the ADI-INT, Head of Intercultural Inclusion Unit / *Secrétaire de l'ADI-INT*, *Cheffe de l'unité de l'inclusion interculturelle*

Thorsten AFFLERBACH, Head of the Inclusion and Anti-discrimination Programmes Division, Anti-discrimination Department / *Chef de la division de Programmes sur l'inclusion et l'anti-discrimination*, Service de l'anti-discrimination

Evgenia GIAKOUMOPOULOU, Secretary of the ADI-SOGIESC, Head of the SOGIESC Unit, Inclusion and Anti-discrimination Programmes Division, Anti-discrimination Department / *Secrétaire de l'ADI-SOGIESC* / *Cheffe de l'unité SOGIESC*, *division Programmes sur l'inclusion et l'anti-discrimination*, Service de l'anti-discrimination

Ellsworth CAMILLERI, Co-Secretary of ADI-SOGIESC, SOGIESC Unit, Inclusion and Anti-discrimination Programmes Division, Anti-discrimination Department / *Co-Secrétaire de l'ADI-SOGIESC*, *Unité SOGIESC*, *division Programmes sur l'inclusion et l'anti-discrimination*, Service de l'anti-discrimination

Menno ETTEMA, Head of Hate Speech, Hate Crime and Artificial Intelligence Unit, Inclusion and Anti-discrimination Programmes Division, Anti-discrimination Department / *Chef de l'Unité- Discours de haine, crimes de haine et intelligence artificielle*, *division Programmes sur l'inclusion et l'anti-discrimination*, Service de l'anti-discrimination

Ljiljana STOJISAVLJEVIC, Assistant to the Secretary of CDADI, Anti-discrimination Department / *Assistante au secrétaire du CDADI*, Service de l'anti-discrimination

Irada MEHDIYEVA, Study visitor, CDADI, Anti-discrimination Department / *Visiteuse d'étude*, CDADI, Service de l'anti-discrimination

Appendix II

Agenda

10th Bureau Meeting

24 September, 9.00-12.45 and 14.00-17.00

Council of Europe office in Paris 55, avenue Kléber, F - 75784 Paris Cedex 16

AGENDA

1. Opening of the Bureau meeting and adoption of the agenda
2. Developments since the 11th CDADI plenary meeting
3. Overview about the work to be done during the biennia 2024/2025 and 2026-2027
4. Working structures for 2026-2027
5. Elections of Chair, Vice-Chair and Bureau members, (Re-)Appointment of Rapporteurs
6. Evaluation of the CDADI initiated by the Council of Europe Directorate of Internal Oversight
7. Preparation of the 12th CDADI meeting (18-20 November in Strasbourg; preparatory Bureau meeting on 17 September, 15.00 in Strasbourg; joint session with GEC on 19 November 16.00 – 17.00 h) - Main deliverables by expert committees and working groups
 - i. Information on finalisation of the work of the GEC/ADI-AI by its Chair Käthlin SANDER and the Secretariat
 - ii. Information on progress of work of the ADI-ROM by its Chair Iulian PARASCHIV and the Secretariat
 - iii. Information on finalisation of the work on a Feasibility study on preventing and combating intersectional discrimination
 - iv. Work related to the recommendations on combating hate speech and hate crime
 - v. Information and discussion of the topic Environment and Equality
 - vi. Information on progress of the work of the ADI-INT by its Chair Karoline Fernández de la Hoz Zeitler
 - vii. Information on progress of the work of the ADI-SOGIESC by its Chair Yuri de Boer
 - viii. Information on the finalisation of the work regarding a study on regional or national minority language protection and good practices by the Secretariat
 - ix. Equality mainstreaming

x. Co-operation and exchanges with other entities:

8. Draft agenda for the 12th CDADI meeting

9. Date of the next Plenary and Bureau meetings

10. Any other business