Steering Committee on Anti-discrimination, Diversity and Inclusion - CDADI

COUNCIL OF EUROPE
CONSEIL DE L'EUROPE

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

12th meeting, 22-23 October 2026

Report

1. The Bureau of the Steering Committee on Anti-discrimination, Diversity and Inclusion (CDADI) held its 12th meeting on 22 and 23 October 2026 at the premises of the Estonian Ministry of Economic Affairs and Communications in Tallinn. The Chair, Käthlin SANDER (Estonia), 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 13th CDADI plenary meeting

3. The Secretary of CDADI updated the Bureau on the Committee of Ministers meeting of 23 September 2026 during which the Council of Europe Strategy for Equal Rights for LGBTI People (2027-2032) was adopted. The Committee of Ministers also took note of the Joint statement of CDADI and the Gender Equality Commission (GEC) on the fundamental importance of equality, gender equality, diversity and inclusion for the New Democratic Pact for Europe as well as the Report on combatting hate speech on grounds of SOGIESC in Europe: Fourth thematic implementation review of Recommendation CM/Rec(2010)5.

4. The Bureau took note of developments concerning the New Democratic Pact for Europe. In this context, the Vice-Chair of the CDADI informed the Bureau of his participation in an exchange organised by the Pact team on 12 October 2026 to discuss how the work of selected steering committees could be reflected in the New Democratic Pact. He indicated that, during the exchange, he had emphasised the importance of ensuring the equal participation of groups exposed to discrimination, addressing hate speech and hate crime as matters of democratic security, and mainstreaming equality through an 'equality by design' approach to strengthen democratic resilience. The Bureau welcomed the contribution of the Vice-Chair. The Bureau also discussed the draft responses to the Questionnaire on Democratic Security for Council of Europe intergovernmental committees, prepared by the Vice-Chair with the support of the Secretariat. The Bureau requested the Secretariat to circulate the draft responses to CDADI members for additional input, suggestions and comments by 20 November 2026.

ITEM 3: Overview about the work to be done in 2026 and 2027 and onwards

5. The Secretary of CDADI gave an overview of the CDADI workplan for 2026-2027. All work streams were on track. The Secretary of the CDADI also informed the Bureau of a recent development

concerning the signing of a Memorandum of Understanding (MoU) between the Council of Europe and Microsoft, which provides for cooperation on equality and inclusion as well as on supporting linguistic and cultural diversity, including the preservation, visibility and digital inclusion of regional or minority languages. In this context, a pilot project focusing on the Romani language is under way.

ITEM 4: Preparation of the 14th CDADI meeting - Work on main deliverables by expert committees and working groups

6. The Chair of the Committee of Experts on Roma and Traveller Issues (ADI-ROM), Iulian PARASHIV (Romania), updated the Bureau on the progress of deliverables of the ADI-ROM and the 14th ADI-ROM meeting, which took place on 6 and 7 October 2026. Joint sessions were held with the participants of the 22nd Dialogue meeting with Roma and Traveller civil society "Security Policies and Inclusion: Exploring Effects on Roma and Traveller Communities". An exchange of views was also held with the Secretary General of the Congress of Local and Regional Authorities of the Council of Europe. The ADI-ROM approved the draft Recommendation on desegregation and inclusion policies and practices in the field of education of Roma and Traveller children, together with its explanatory memorandum, with a view to submitting both to CDADI for adoption at its 14th meeting. The ADI-ROM also approved the Handbook for democratic governance and participation of Roma and Travellers in public and political life and its accompanying three practical tools, which would be presented to CDADI for adoption at its 14th meeting. In addition, the report following the ADI-ROM thematic visit on inequalities faced by Roma women was adopted which would be submitted to CDADI to take note of at its 14th meeting. A thematic visit to Greece on access to housing was confirmed for the second half of 2027. There was also a proposal to carry out a thematic visit on reconciliation processes, which would be hosted by Romania in 2027.

7. The Chair of the Committee of Experts on Intercultural Inclusion (ADI-INT), Tom DE BRUYN (Belgium), updated the Bureau on progress made and on the main issues discussed at its 10th meeting, held in Madrid on 14 and 15 October 2026. Following their adoption by the CDADI as the ADI-INT's contribution to the New Democratic Pact for Europe, the "10 Principles for Inclusive Societies and Stronger Democracies", were officially launched at a high-level event held in Spain in conjunction with the 10th ADI-INT meeting, with the participation of the Spanish Secretary of State for Migration and the Chair of CDADI. The 10 Principles had been developed jointly by the ADI-INT and the Spanish Observatory on Racism and Xenophobia (OBERAXE). Building on the Council of Europe's intercultural inclusion approach, the launch event provided an opportunity to present the 10 Principles to a wide audience and discuss how diversity and inclusion can contribute to more responsive, resilient and inclusive democracies. The Bureau welcomed the 10 Principles and encouraged their wide dissemination, particularly through the summary version, including by facilitating its translation into the official languages of member States. The Bureau also proposed highlighting the Intercultural Cities (ICC) network, which would celebrate its twentieth anniversary in 2027, as a channel for increasing the visibility of CDADI work at local and regional levels.

8. The ADI-INT furthermore made progress on the online self-assessment tool on multilevel governance for intercultural inclusion which would be ready by the end of 2026, with a public launch planned for early 2027. Work was also under way on a study on spatial segregation. Regarding the deliverable of a peer-learning and benchmarking tool on inclusion strategies, a prototype was developed and tested, structured around benchmark standards, sub-themes and guiding questions, and supported by examples of indicators.

9. The Chair of the Committee of Experts on Sexual Orientation, Gender Identity and Expression and Sex Characteristics (ADI-SOGIESC), Aaron Lee GIARDINA (Malta), updated the Bureau on progress

ahead of the 6th meeting of ADI-SOGIESC, which was scheduled for 4 and 5 November 2026. The meeting was preceded on 3 November by a European Roundtable on access to adequate housing and the prevention of social exclusion of LGBTI persons. The ADI-SOGIESC had foreseen also to discuss preparations for the official high-level launch of the Council of Europe Strategy for equal rights for LGBTI people (2027-2032), which is planned for 26 January 2027 under the Montenegrin Presidency of the Council of Europe. Work was also progressing on the next thematic review of Recommendation CM/Rec(2010)5, focusing on access to adequate housing for and combating social exclusion of LGBTI persons as well as on a Study on the risks and impediments to the full access to rights resulting from discrimination and violence on grounds of gender expression. The latter will be shared with CDADI members for written comments with a deadline of 11 December 2026 for their submission, to inform the further drafting of the study.

10. The Secretariat updated the Bureau on the work of the working group on intersectional discrimination (GT-ADI-ID). A first draft of the Committee of Ministers Recommendation (CM/Rec) on preventing and combating intersectional discrimination had been prepared, taking into account written comments received from CDADI members on the outline and the need for a clear conceptual framework allowing for flexibility across different national legal systems. Preliminary work on the accompanying explanatory memorandum had also been undertaken. The draft Recommendation would be considered by the working group at its second meeting, scheduled for 9 and 10 November 2026 in Paris. Following this meeting, it would be circulated to CDADI members for written comments, with a deadline of 15 January 2027. A revised draft Recommendation and the first draft of the explanatory memorandum would then be examined at the working group's third meeting, expected to take place in late April 2027.

11. The Secretariat informed the Bureau on the study on the impact of the environmental crisis on persons exposed to discrimination and measures to prevent and alleviate such impact which was being finalised, with a view to its adoption by the CDADI at its 14th meeting. Particular attention was given to integrating a gender perspective, while contributions from relevant Council of Europe bodies were also incorporated.

12. The Secretariat updated the Bureau about the progress of the working group on deliverables regarding national minorities (GT/ADI-MIN) with 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. The second meeting of the working group took place online on 2 October 2026, during which the draft outline of the Study and questionnaire for member States were approved. The questionnaire was circulated after the meeting, with responses due by 13 November 2026. The next working group meeting is scheduled for 1 April 2027 to discuss the first draft of the Study.

13. The Secretariat updated the Bureau on the work of the Working Group on Equality and Artificial Intelligence (GT-ADI-AI), which held its second meeting online on 12 October 2026. The working group agreed on a survey for mapping the existing tools for the implementation of selected aspects of Recommendation CM/Rec(2026)1 on equality and artificial intelligence (AI), which was subsequently circulated to member States, with a deadline for responses of 15 January 2027. The working group also expressed broad support for making existing online training on non-discrimination and AI, developed through a joint Council of Europe - European Union project, available to CDADI members, as well as for the proposed development of a HUDERIA Equality Academy which would train the participants to assess the impact of AI tools on the right to equality and non-discrimination. The Bureau warmly welcomed both initiatives. The working group's third meeting, scheduled for 29 January 2027, would focus on the positive uses of AI and involve external stakeholders, while its fourth meeting was scheduled for 22 March 2027.

14. The Secretariat updated the Bureau on the progress regarding the work on equality mainstreaming (GT-ADI-AIE). The working group held its fourth and fifth meetings on 7 July and 6 October 2026, respectively, exchanging national and institutional practices and experiences, including through an exchange of views with the OECD on approaches to equality and gender mainstreaming. The working group agreed to focus its future work on training initiatives and to hold its sixth meeting in late January or early February 2027, while the Guide and checklist for implementing equality mainstreaming was being prepared for publication in print and online ahead of the 14th CDADI plenary meeting.

15. The Secretariat updated the Bureau on the follow-up to the colloquium held during the CDADI plenary meeting in June 2026, notably the preparation of an updated reflection paper on the root causes of discrimination based on grounds such as "race" and ethnic origin, incorporating key findings from the presentations and discussions. The revised conclusions would highlight the relevance of the CDADI's ongoing work and explore innovative approaches to further promote equality and combat racism and related intolerance. The Bureau supported this approach.

16. The Secretariat updated the Bureau on the work of the working group on hate speech and hate crime (ADI-HS/HC), whose 6th meeting took place online on 12 October 2026. The working group reviewed progress in preparing the report on the implementation of selected aspects of Recommendation CM/Rec(2022)16 on combating hate speech, including responses to the guiding questions. In this context, the Bureau discussed arrangements for a tour de table exchange at the 14th CDADI plenary meeting to gather contributions and provide guidance for the working group's further work on the report. The Secretariat also reported on progress in developing a manual on the effective investigation and prosecution of criminalised hate speech, which had been briefly presented at the Bureau meeting of the Council of Europe Committee on Crime Problems (CDPC) on 20 October 2026. The Bureau was further informed of preparations for the fourth edition of the No Hate Speech Week, scheduled for 15–17 June 2027 in Strasbourg, and welcomed its timing alongside CDADI's 15th meeting.

ITEM 5: Draft Terms of Reference of CDADI and the three expert committees (2028-2031)

17. The Secretary of CDADI outlined the timeline, process and framework for preparing the Terms of Reference (ToR) for the 2028-2031 period and presented the draft deliverables for CDADI and its three expert committees (ADI-ROM, ADI-INT and ADI-SOGIESC) that the Secretariat had prepared based on the discussion paper and the comments made during and after the 13th CDADI meeting. The proposals also took into account the broader organisational context and the anticipated alignment of priorities with the three pillars of the New Democratic Pact for Europe, which is expected to serve as a basis for the Council of Europe's programme and budget for the years 2028-2031, and thus for the ToR of CDADI and its substructures.

18. The Chairs of the ADI-ROM and ADI-INT reported on the discussions held on the proposed deliverables at their respective committee meetings and confirmed their committees' overall support for the proposals, subject to minor refinements. Both Chairs also shared reflections on the impact and added value of their committees' work. The Chair of the ADI-INT particularly welcomed the proposed increase in regional government representatives from two to eight, bringing the Committee's total membership to 26. The Chair of the ADI-SOGIESC expressed support for the proposals as a coherent package focused on implementation, evaluation and practical guidance, while noting that ADI-SOGIESC members' views would be sought at their meeting on 4 and 5 November 2026.

19. The Bureau reviewed the proposed deliverables, agreed on a draft of the Terms of Reference of the CDADI and its three committees of experts for 2028–2031 and asked the Secretariat to circulate it to CDADI for comments by 20 November 2026. The Bureau also agreed to seek CDADI

members' input by 13 November 2026 on two questions addressed to all Council of Europe steering committees, concerning the concrete results and impact of the CDADI and its subordinate bodies over the past four years, including at national level, and the distinctive added value of their proposed deliverables compared with the work of other international organisations. The responses would be consolidated and appended to the abridged meeting report of the 14th CDADI meeting.

ITEM 6 – Draft agenda for the 14th CDADI meeting

20. The Secretary of CDADI presented the draft agenda for the 14th CDADI meeting and gave an overview of each item. The Bureau was happy with the ambitious work programme. In view of the forthcoming elections for the positions of Chair, Vice-Chair, two or possibly all three Bureau members, and Rapporteurs on Children and Youth, the Bureau requested the Secretariat to launch a call for candidatures, accompanied by a short biography (maximum one page), with a deadline of 23 November 2026. The Bureau also proposed the election of a CDADI Rapporteur on Education.

ITEM 7 - Date of the next Plenary and Bureau meetings

21. The Bureau planned the dates for upcoming meetings as follows:
    - 14th plenary: 1-3 December 2026 in Strasbourg;
    - 13th Bureau meeting 29-30 April 2027, in Paris;
    - 15th plenary: 15-17 June 2027 in Strasbourg;
    - 14th Bureau meeting 21-22 (or 25-26) October 2027, Paris;
    - 16th plenary: 29 November-2 December 2027.

ITEM 8 – Any other business

22. Following a query from the Council of Europe Data Protection Officer, the Bureau reviewed the current practice regarding email correspondence and supported maintaining the CDADI contact list accessible to members, participants and observers recognising its value in facilitating networking and direct communication. The Bureau requested the Secretariat to communicate its position to the Data Protection Officer.

Appendix I

List of Participants

BUREAU MEMBERS

CZECHIA
Viktor KUNDRÁK, E.MA. (Vice-Chair)
Director, Department of Human Rights and Protection of Minorities
Office of the Government of the Czech Republic

ESTONIA
Käthlin SANDER (Chair)
Head of Equal Opportunities Policy
Ministry of Economic Affairs and Communications

FINLAND (excused)
Corinna TAMMENMAA
Senior Adviser for legislative Affaires
Unit for Public Law
Department for Democracy and Public Law
Ministry of Justice

ITALY
Mattia PERADOTTO
Director General
National Office Against Racial Discrimination (UNAR)

INVITED SPEAKERS

Iulian Costel PARASCHIV, ADI-ROM Chair

Tom DE BRUYN, ADI-INT Chair

Aaron Lee GIARDINA, ADI-SOGIESC Chair

SECRETARIAT

Directorate General of Democracy and Human Dignity

Wolfram BECHTEL, Secretary of CDADI, Head of Division of the Standards and Intercultural Inclusion, Anti-discrimination and Inclusion Department

Zeynep USAL-KANZLER, Co-Secretary of CDADI, Standards and Intercultural Inclusion Division, Anti-discrimination and Inclusion

Cristina MILAGRE, Seconded Official, Policy Advisor, Standards and Intercultural Inclusion Division, Anti-discrimination and Inclusion Department

Ljiljana STOJISAVLJEVIC, Assistant to the Secretary of CDADI, Standards and Intercultural Inclusion Division, Anti-discrimination and Inclusion Department

Laurelle MBEMBA MINKALA, trainee, Standards and Intercultural Inclusion Division, Anti-discrimination and inclusion department

Rita MARASCALCHI, Secretary of the ADI-INT, Head of Intercultural Inclusion Unit, Standards and Intercultural Inclusion Division, Anti-discrimination and Inclusion Department

Aytek CINTIGAS, Co-Secretary of the ADI-INT, Intercultural Inclusion Unit, Standards and Intercultural Inclusion Division, Anti-discrimination and Inclusion Department

Eleni TSETSEKOU, Secretary of the ADI-ROM, Head of Division of the Roma and Travellers Team, Anti-discrimination and Inclusion Department

Oana TABA, Co-secretary of the ADI-ROM, Roma and Travellers Team, Anti-discrimination and Inclusion Department

Dezideriu GERGELY, Programme Manager, Roma and Travellers Division, Anti-discrimination and Inclusion Department

Yanna PARNIN, Secretary of the ADI-SOGIESC, Head of the SOGIESC Unit, Equal Rights and Hate Prevention Division, Anti-discrimination and Inclusion Department

Ellsworth CAMILLERI, Co-secretary of the ADI-SOGIESC, SOGIESC Unit, Equal Rights and Hate Prevention Division, Anti-discrimination and Inclusion Department

Menno ETTEMA, Head of Hate Speech and Hate Crime Unit, Equal Rights and Hate Prevention Division, Anti-discrimination and Inclusion Department

Mirka HONKO, Programme Manager, Hate Speech and Hate Crime Unit, Equal Rights and Hate Prevention Division, Anti-discrimination and Inclusion Department

Matteo TRACCHI, Senior Advisor, Hate Speech, Hate Crime and Artificial Intelligence Unit, Equal Rights and Hate Prevention Division, Anti-discrimination and Inclusion Department

Appendix II

Agenda

12th Bureau Meeting

22 October 2026, 9.30-16.45 and 23 October 2026, 09.30-15.00

Ministry of Economic Affairs and Communications, Tallinn, Estonia
Suur-Ameerika 1, Tallinn

22 October 2026 - 9.30-16.45

1. Opening of the Bureau meeting and adoption of the agenda

2. Developments since the 13th CDADI plenary meeting

3. Overview about the work to be done in 2026 and 2027 and onwards

4. Preparation of the 14th CDADI meeting (1-3 December 2026) - Work on main deliverables by expert committees and working groups

   a. Information on progress of the work of the ADI-ROM by its Chair Iulian PARASCHIV and the Secretariat including information on Terms of reference discussion

   b. Information on progress of work of the ADI-INT by its Chair Tom DE BRUYNE including information on Terms of reference discussion

   c. Information on progress of work of the ADI-SOGIESC by its Chair Aaron Lee GIARDINA including information on Terms of reference discussion

5. Draft Terms of Reference of CDADI and the three expert committees 2028-2031

4. (continued) Preparation of the 14th CDADI meeting (1-3 December 2026) - Work on main deliverables by expert committees and working groups

   a. Information on progress of work on a draft CM/Recommendation on intersectional discrimination

   b. Information regarding the finalisation of the Study on equality and the environment

   c. Information on the progress of work regarding the preparation of the draft 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

23 October 2026, 09.30-15.00

5. (continued) Draft Terms of Reference of CDADI and the three expert committees 2028-2031

4. (continued) Preparation of the 14th CDADI meeting (1-3 December 2026) - Work on main deliverables by expert committees and working groups

   d. Information on the progress of work regarding the implementation of CM/Rec(2026)1 on equality and AI

e. Information on the progress of work regarding equality mainstreaming

f. Follow-up to the Colloquium on the root causes of racism organised by CDADI and the French authorities at the 13th CDADI meeting

g. Information on progress of work related to the recommendations on combating hate speech and hate crime

- Implementation review of CM/Rec(2022)16 on combating hate speech
- Deliverable on CM/Rec(2024) on combating hate crime
- Other initiatives

6. Draft agenda for the 14th CDADI meeting

7. Date of the next Plenary and Bureau meetings (14th plenary: 1-3 December 2026 in Strasbourg; 13th Bureau meeting 29-30 April 2027, in Paris; 15th plenary: 15-17 June 2027 in Strasbourg; 14th Bureau meeting 21-22 (or 25-26) October 2027, Paris; 16th plenary: 29 November-2 December 2027).

8. Any other business