

ADI-INT(2022)9

Strasbourg, 8 July 2022

STEERING COMMITTEE ON ANTI-DISCRIMINATION, DIVERSITY AND INCLUSION (CDADI)

COMMITTEE OF EXPERTS ON THE INTERCULTURAL INTEGRATION OF MIGRANTS (ADI-INT)

1st meeting

Strasbourg, 14-15 June 2022

Council of Europe, Palais de l'Europe, Room 7

Summary Report

1. Opening, agenda and information on elections

Jeroen SCHOKKENBROEK, Director of Anti-Discrimination, Directorate General of Democracy, gave a welcome speech and introductory remarks, focussing on the new terms of reference of the Steering Committee on Anti-discrimination, Diversity and Inclusion (CDADI) as well as on the recent adoption by the Committee of Ministers of Recommendation CM/Rec(2022)10 on multilevel policies and governance for intercultural integration and its implications for the work of the ADI-INT.

As agreed by all participants of the meeting, Thorsten AFFLERBACH, Head of the Inclusion and Anti-Discrimination Programmes Division, chaired the meeting until the election of the Chair. He welcomed all members, participants, and observers, attending in person or online, introduced the agenda and provided information on elections. The list of participants is set out in Appendix 1 to this report.

The agenda was adopted as set out in document ADI-INT(2022)2.

2. ADI-INT terms of reference, working methods, and work plan for 2022-2023

Ivana D'ALESSANDRO, Secretary to the ADI-INT, presented the terms of reference, working methods and procedures of intergovernmental committees and subordinate bodies. She further introduced the preliminary work-plan of the Committee for 2022-2023 which is based on the CDADI programme of work and deadlines.

The Committee

- expressed satisfaction about the adoption by the Committee of Ministers of CM/Rec(2022)10
 particularly welcoming the fact that it consolidates the Council of Europe body of standards
 in the field of intercultural integration, and sets out guidance on multilevel policies and
 governance in this field;
- 2. took note of the ADI-INT Terms of Reference, in particular its specific tasks and working methods and endorsed its preliminary work plan for the years 2022-2023.

3. Tour de table

ADI-INT members, participants and observers briefly introduced themselves in a tour de table and indicated their expectations, interests, and priorities.

The Committee

- 1. welcomed the fact that the ADI-INT tasks include the development of a capacity building programme on the intercultural integration of migrants, a field in which there is a strong need for the reinforcement of competences and the sharing of knowledge;
- 2. praised the fact that all tools to be developed will have a strong focus on promoting and enhancing multilevel governance and co-operation, thus addressing a key need for improving governance of integration policies;
- noted with satisfaction that the scope of the second deliverable is inclusion in its larger sense, going beyond migrant integration and allowing for an intersectional approach to living together in diversity;
- 4. noted with particular interest the possibility of organising exchanges with all relevant stakeholders for the development of a new tool on inclusion, with a view to exchanging on practices, challenges and adapted solutions;
- 5. expressed appreciation for the contribution of observer states and organisations to ADI-INT work and took note of the offer of the Permanent Representative of Mexico to the Council of Europe to present the inspirational work of Mexico City at a further ADI-INT meeting.

4. Innovative capacity building projects

Four innovative projects were presented under this agenda item.

The Secretariat presented Intercultural Cities (ICC), a capacity building programme implemented by the Council of Europe since 2008, aiming at building local and regional authorities' capacity in the field of intercultural integration. The programme has contributed to standardising intercultural integration as a successful approach to migrant and refugee inclusion. It continues to test and devise new methodological approaches based on a positive management of diversity through the application of an intercultural lens to policy-making. Document ADI-INT(2022)4 contains a detailed description of the services it provides to members.

One local authority expressed appreciation for the support received from the ICC programme since they joined, namely praising the flexibility of the programme and the variety of methodological approaches used.

One member state spoke about the existence of a national network of welcoming territories. However, they also noted a gap between the urban and the rural areas, the latter often having a more polarised opinion about inclusion and diversity.

The Assembly of European Regions (AER) recalled that European regions are frontliners in supporting the whole societal infrastructure to embrace diversity, unlock its potential and acknowledge it as a resource for everyone, also because of their mandate (competencies, infrastructures, and service providers). They referred to the AER-led Intercultural Regions Network (IRN) created in November 2019 - for which the work of the Council of Europe and its intercultural integration approach served as inspiration and guidance. They further thanked the ICC programme for their support.

The AER presented <u>EU-Belong: An Intercultural Approach to Migrant Integration in Europe's Regions</u>, a project implemented with funding from the European Union (AMIF). The project started in January 2022 and will end in December 2024. It aims at improving the socio-economic inclusion and sense of belonging of migrants by developing ad-hoc regional integration strategies. The end goal is to reinforce the IRN, increase opportunities for regional authorities to learn from each other, exchange experiences from an intercultural perspective and build widespread support for the intercultural approach among policy makers, officials and civil society in Europe and beyond. The project brings together the 11 regions that are members of the IRN¹ and partners from Austria, Germany, Ireland, Italy, Poland, Romania, Spain, and Sweden to build public and private actors' capacities to effectively address the challenges of migrant integration.

One region mentioned that they are leading one of the work packages of the EU-Belong project and wished to emphasise the project's focus on socio-economic inclusion, a shared sense of belonging, anti-racism and anti-discrimination, and effective participation of the migrant and refugee population.

Next was a presentation of the new project "Building an inclusive integration approach in Finland". Once launched, this project will be implemented jointly by the Finnish authorities and the Council of Europe, with co-funding by the European Union and the Council of Europe. The aim is to accompany Finland during the process of reviewing and renewing its inclusive integration policy. The Government of Finland has made it a priority to streamline integration and its good relations policy, with a view to enhancing and expanding the integration process and fully realise the benefits of diversity. The country already has extensive experience in integration policies, namely through the implementation of the "Good relations" concept, as well as of a number of sectoral actions in the field of anti-racism and anti-discrimination. However, they are aiming at setting a more long-term vision through a

¹ Catalonia; Valencia; Murcia; Navarra; Basque Country; Värmland; Västra Götaland; Västerbotten; Emilia Romagna; Innlandet; and Arad.

sustainable, holistic and permanent process, to be built around the concept of good relations. The project will help redistribute responsibility and tasks across all levels of government, enable the national level to engage more thoroughly and in a participatory manner with the local level in particular, build a network of experts in good relations, further develop the good relations concept emphasising its vision for equality around four main components: attitudes, sense of safety and security, interaction, participation and influence. The project has several strands of work: creating a multilevel and multi-stakeholder platform for policy co-ordination and participatory implementation; working with cities to complete the ICC Index; carrying out expert visits with a view of developing intercultural strategies; and training local experts to secure the sustainability of the project's outcomes. The project will build on the Model Framework for an Intercultural Integration Strategy for the National Level as well as on the Council of Europe standards in the field of intercultural integration.

The Secretariat further summarised the information including in document ADI-INT(2022)5, an information note on the project <u>Building structures for intercultural integration in Cyprus</u>. This project was designed and is jointly implemented by the Cypriot authorities (Civil Registry and Migration Department of the Ministry of Interior of Cyprus) and the Council of Europe, with funding from the European Union. The project is strongly supported by the Ministry of Interior who have included it in the EU-Cyprus Migration Action Plan.

The project uses the Intercultural Cities conceptual, analytical and policymaking tools to address the challenges of migrant integration, in particular related to building trust, fostering community cohesion and managing diversity as a resource. It builds upon significant and positive changes which have been seen following the implementation of the Intercultural Cities programme in Limassol since 2010, with the idea of spreading these good practices across Cyprus through regional networks. To this end, intercultural network co-ordinators have been appointed and they mapped key stakeholders before launching five regional intercultural networks in the districts of Famagusta, Larnaca, Limassol, Nicosia and Paphos. A baseline overview and assessment of the state of integration policies and community cohesion/social integration in Cyprus has also been completed and is being reviewed before publication. A report mapping existing multilevel coordination mechanisms in the field of integration policies in EU member states is also being prepared for publication. The five regional networks have completed the Intercultural Cities Index questionnaire and at their second network meeting (May/June 2022) they discussed the report on the results for their district. This gave the networks the opportunity to discuss their priority actions for their intercultural strategies or action plans.

Questions from members focussed on how the state level (in Cyprus) managed to engage with the local authorities and the citizens; if the Index analysis already allows for appreciating an improvement (Cyprus); how religious diversity was/is addressed in both projects; how the four components of the good relations concept are measured (Finland); and whether the Cyprus project has a communication strategy.

Concerning the project implemented in Cyprus, the Secretariat explained that the aim of the project is to link the national and local levels through a multilevel policy coordination mechanism, but this will be the next step. The first step is for the networks to establish the intercultural strategies/action plans for their regions. There are differences between the regions as there are differences between the commitment of the local authorities, with some of them being very actively involved, and others remaining more distant. There are also marked differences between the possibilities for the integration of migrants between urban and rural areas. A large number of migrants are employed in the agriculture sector in Cyprus. This potential challenge is being overcome on the one hand, thanks to the support of some active Mayors in rural areas; on the other hand, by involving grassroot organisations that have been very helpful in encouraging migrants' participation in the networks. The

networks have already received the analysis of their Index reports. There are marked differences between the networks, and some of the scores are very low as they are at the very beginning of their intercultural journey. The Index reports can be consulted on the ICC website. However, the tool has already proven to be very successful in triggering a collective reflection on the policies and actions in place, as well as on gaps. Concerning communication, the project was launched at a major UNHCR annual event. The regional networks that have been set up under the project have a Facebook page to communicate about their activities and events; a brochure on the networks and how to join them has also been published and widely disseminated. A further reflection will be taken with the networks to promote the results of their work, in particular as concerns their regional action plans and strategies which are currently being developed.

A representative of the Orthodox church was approached to be involved in the work of the Cypriot networks and the issue of inter-faith co-operation has been further explored during a study visit to Novellara, an Italian city which has many good practices in this field. The Secretariat further clarified that the religious dimension is not systematically tackled in projects or intercultural strategies. It is one of the components that can be tailor-made to the needs of the community and the political priorities. In Cyprus, many of the grassroots organisations which assist migrants are faith-based so there are many minority faith groups represented in the networks. Where religious communities are well organised and integrated in the fabric of the territory, they can become reliable partners to multiply the impact of integration policies. There are many good practices in ICC member cities.

In reply to the questions raised on the project in Finland, the delegate of Finland explained that the "Good relations" concept is very broad, which is a strength. At the same time, it has not yet been widely tested through citizens' involvement at the local level. Some cities have carried out surveys that helped highlight gaps and shape priorities; and many NGOs are already using the model to advance their gender equality strategies. The next step will be to embed the concept into legislation and contextualise it in the frame of a strategy through the project to come.

5. Election of Chair and Vice Chair, and appointment of the Gender Equality Rapporteur

The Committee elected Peter KARIUKI (Finland) as Chair and Ian DAY (Bradford, United Kingdom) as Vice-Chair.

The Committee appointed Sølve SÆTRE (Bergen, Norway) as Gender Equality Rapporteur (GER). The term of office of the Chair and Vice-Chair shall be one year, renewable once. The Committee further wished to thank Pia BUHL-GIROLAMI and Claudia EMMANUEL LAREDO for the work they did under the GT-ADI-INT in their respective roles of Chair and Vice-Chair.

6. Capacity building programme on intercultural integration

In his capacity of newly elected Chair, Peter KARIUKI summarised document ADI-INT(2022)6, containing a preliminary draft concept note and outline for a capacity building programme on intercultural integration. He invited participants to have a discussion on the content of such a capacity building programme, a methodology for its implementation, related challenges in member states, and good practices from public authorities.

The Committee

- 1. welcomed the preliminary draft concept note as a good basis for further discussions;
- 2. considered that a capacity building programme is a good tool to promote the implementation of CM/Rec(2022)10 and that the attention of member states and other relevant stakeholders should be raised on the benefits of engaging in such a programme;

- 3. indicated that the document should recommend a basic set of tools and/or indicators of success to ensure that specific measures can be addressed in countries where implementing institutions are weaker or lacking sufficient experience in migrant integration;
- 4. stressed the importance of a co-ordination mechanism to ensure multilevel governance;
- 5. suggested that the programme should emphasise more the need to connect the national strategy with existing strategies at the regional and local level, and to conduct an analysis of the fields covered in local and regional policies with a view to properly distributing responsibilities, in a participatory manner;
- 6. emphasised the need for states to secure sustainable funding to ensure the action produces long-term effects;
- instructed the Secretariat to collect additional contributions from members in writing with a view to preparing a final draft to be submitted to the ADI-INT at its second meeting for review and endorsement.

7. Tools to be developed under the capacity building programme

The Chair invited the Committee to have a preliminary discussion on possible tools to be developed under the ADI-INT mandate. He highlighted that the Committee is not building tools from scratch, and that there is a wealth of knowledge, practices and experiences in this field that can be further explored, tailored, adapted or reinvented for the purposes of building capacity on multilevel governance and policies for intercultural integration. With this in mind, the agenda of the 1st meeting included presentations from Council of Europe and external experts.

The Secretariat presented the Intercultural Cities Index, a bench-learning tool launched in 2011 under the ICC programme and reviewed four times since with the most comprehensive update carried out in 2019. The Index results highlight a few common facts and phenomena which suggest the level of interculturality of a city and make it possible to compare with a sample city, either in general terms or in specific policy areas, helping identifying strengths and weaknesses and determine in which governance/policy areas efforts should be concentrated in the future. The level of progress (success, gaps and inaction) is showed visually through the ICC Charts, but also in more detail in the so-called Index reports. These reports contain – for each policy area assessed – good practices from other cities and recommendations which makes the Index a knowledge-sharing tool. The ICC Index "process" further helps raise awareness on the necessity of working horizontally across departments and services, and to carry out a review of all the various governance/policy areas that contribute – directly or indirectly - to intercultural integration. Although the quantitative data and comparative results generated through the Index have an indicative value, the ICC Index methodology has been widely recognised as robust and scientifically sound. Indeed, it would be unrealistic to consider these results as absolute, given the large differences between cities in terms of historical development, type and scale of diversity, governance model, degree of local autonomy and level of economic development.

The Migration Policy Group presented the <u>REGIN</u> project (Regions for Migrants and Refugees Integration), created to mainstream migrant and refugee integration within social cohesion policies at regional level, by building a common framework to facilitate, guide and improve the performance of regions through innovative tools. The project was co-funded by the European Union (AMIF), co-ordinated by a consortium consisting of 10 partners and implemented in 6 European regions.² The project aims to enable regional policy-makers to use evidence-based research and provide tested cutting-edge research to underpin policy-making on integration. The specific objectives are improving the designing, planning and monitoring of integration actions; identifying inclusion and integration

² Azores (POR), Campania (ITA), Catalunya (SPA), Murcia (SPA), Puglia (ITA) and Skane (SWE).

indicators at regional level; developing a set of tools able to facilitate regional performance on promoting and strengthening migrants and refugee integration; promoting interchange, dialogue and co-operation in practice and initiatives. This was done through a new indicator-based system of analysis called MIPEX-R, which takes shape from the datasets provided by the Migrant Integration Policy Index (MIPEX), the National Integration Evaluation Mechanism (NIEM), and the Intercultural Cities Index (ICC). The REGIN project first developed a set of indicators to assess integration policyoutputs and outcomes; then tested them in the six partner-regions. The information was gathered in a two-fold dataset: the regional policies dataset, "MIPEX-R" and the "regional outcome dataset". In the following stages of the research, this dataset represented the basis to carry out a comparative analysis of the six partner-regions, with the aim of identifying respective strengths and weakness, best practices and crucial challenges. According to the overall project rationale, the dataset also provides inputs for stimulating policy debates in each region. By means of this process, the final REGIN set of indicators were created: the regional policy-indicators (MIPEX-R), including 61 indicators; and the regional outcome-indicators, including 55 indicators. These represent the smallest sets of indicators that provide the most accurate and comprehensive pictures of integration policies and outcomes at regional level.

The Chair commented that MIPEX-R fills in an important gap and closes a monitoring circle by providing the regional level with a system of indicators similar to what already exists for states (the MIPEX) and for cities (the ICC Index).

One member state informed the Committee that their government had launched a mobile <u>application</u> which delivers 516 information sheets in 6 languages. Built with refugees and migrants, this app is a sort of information hub that will be soon territorialised at city level. They further suggested that it could be interesting to also measure the extent of the digital divide among migrant populations, with a view to devising policies for promoting digital literacy. The Chair mentioned that Finland had created a task force to look into the matter at the beginning of the pandemic. Canada offered to share a 2021 report on the digital divide which might offer interesting inputs. The Secretariat recalled a few good practices from ICC members which stressed the importance of promoting digital literacy for society as a whole.

Two local authorities shared their positive experience with the ICC Index, and one of them explained how they use it to monitor the implementation of their intercultural action plans. The AER recalled that they were preparing a self-assessment questionnaire based on the ICC index and the MIPEX-R with 8 areas and a multi-stakeholder approach. The tool should be ready by the end of this year, and it could contribute to the work of the Committee.

The Secretariat presented the ICC work on <u>intercultural competence</u>, a set of knowledge, values, attitudes and skills which enable any individual, including staff and officials of all levels of government, to adapt their response and behaviours according to the various situations which they may experience in providing services or delivering policy outcomes. It is not only a question of cultural competence, but a wider set of tools and attitudes which include knowledge about one's own values and background and how this may be reflected in one's behaviours. Intercultural competence is a necessary skill for all staff and officials of all levels of government to enable the diversity advantage, promote real equality, enhance meaningful intercultural interactions and promote participation and active citizenship across all sectors of society. It is therefore not a competence which should be limited to certain units working on the topic of integration or migration, but a principle and learning which should be mainstreamed across all staff, to ensure efficient service provision. The Intercultural Cities programme has produced a series of useful guidance materials on the topic including guides for local

<u>authorities</u>, <u>intercultural checklists</u> for assessing projects, and an <u>intercultural citizenship test</u> for the general public to learn about what it means to be intercultural. Further, the programme is working on an online training course on intercultural competence that could be adapted to all levels of government if the Committee so wishes.

The city of Bradford presented two innovative initiatives, <u>Citizen Coin</u> and the Social Trust Barometer. Citizen Coin is a scheme to recognise, value and reward people for doing social good. Through a mobile app, people earn digital discount coins that they can exchange to receive local goods and services. The app records all activity, produces data reports for the individuals, participating organisations and businesses, and the local authority. The Citizen Coin Bradford pilot ran for approximately 24 months, from January 2020 to December 2021. Despite the significant challenges presented by the pandemic, the project has been over target by 300-450% in all areas. Data collection also show that the social value generated in approximately 12 months equated to £230,679 (equivalent to around 268,209 €). Future plans include extending the application to the field of communication (to raise citizens awareness on activities organised by the city); economy (to further boost local businesses, uplifting the local economy); education (to engage citizens in training, getting parents involved in school life); social housing (to define pathways); communities (to promote civic participation); business (to connect them with their community); and the environment (to promote social actions that contribute to recycling, car sharing, cycling, etc.).

Regarding the Social Trust Barometer, this is a pilot project implemented with the support of the ICC programme and in collaboration with "The Social Trust Collaboratory", in Canada. It aims at devising a platform and methodology that could be taken up by cities anywhere to gain valuable insights, assess and act upon social trust dynamics at the local level. The interest in being able to measure local social trust is that it is a critical factor in the ability of communities to manage diversity as a source of well-being and prosperity and avoid diversity-related conflict. Research has also established that the quality of life is better in places with higher levels of social trust. Furthermore, research has shown that common mechanisms for the measurement of progress in societies (mainly the Gross Domestic Product) fail to adequately measure real well-being. Since last year, Bradford has been a prototype city for the development of a social trust barometer. The city is now moving towards a new locality-based working approach with probes in neighbourhoods in charge of sensing and collecting information, and locality-based networks that can instigate actions based upon the measurements of changes in social trust at the neighbourhood level. A design review of the work carried out so far is being conducted with a view to design a methodology by the end of this year.

Further explanations were given by the presenters following questions on issues related to data protection, social trust measurement techniques, the impact of Citizen Coin on facilitating access to the job market, potential content of an intercultural competence course, and communication of the results. Many delegations emphasised the importance of building the intercultural competence of public officials as a way to enable the implementation of successful intercultural integration strategies, creating openness towards diversity, and managing potential conflicts. This was also highlighted in conjunction with the Russian aggression against Ukraine, which showed the importance of strong and sustainable diversity management policies to be able to respond to critical situations and emergencies.

The Chair further suggested the Committee may wish to also work on a system of indicators to monitor progress in multilevel governance of intercultural integration. Another delegation evoked the benefits of collecting good practices from public authorities to understand how capacity building programmes are already being implemented, in this or other fields, as well as to compile practices in key areas for

the capacity building programme. The need for capacity building on preventing systemic discrimination was also evoked, in reaction to information shared on ICC-related work.

The Committee

- 1. thanked all speakers for the interesting presentations, and noted with satisfaction that the tools presented may all potentially be adapted to different levels of governments;
- 2. instructed the Secretariat to prepare the draft outline of the first tool to be developed under the capacity building programme, i.e. an intercultural competence course, for discussion and endorsement at the 2nd ADI-INT meeting;
- 3. instructed the Secretariat to internally assess the feasibility within the allocated resources and time of the following possible tools:
 - a. a system of indicators to measure multilevel governance;
 - b. a compilation of good practices on existing capacity building programmes and tools in the fields of equality, diversity, interaction and active citizenship and participation;
 - c. an online training on data collection to prevent systemic discrimination, for discussion at the second ADI-INT meeting.

8. Feasibility study on a legal or benchmarking tool on inclusion

The Committee discussed document ADI-INT(2002)7, containing a preliminary outline of a concept note for a feasibility study on a new legal or benchmarking tool on inclusion. It acknowledged the importance of the task but also its difficulties. The Committee carefully assessed the timeframe available before delivery. Some preliminary exchanges on the utility and feasibility of a legal or benchmarking tool also took place. A few member states expressed concern for the feasibility of a legal instrument. The Secretariat explained that this could take the form of a binding or non-binding instrument and that the decision on the final tool stands in the hands of the CDADI based on the conclusions of the feasibility study.

One regional authority raised the need to include the regional level among the stakeholders to be consulted, as well the need to carry out a review of inclusion policies and instruments across European regions. The Secretariat noted that the deliverable in the ADI-INT terms of reference refers to "comprehensive strategies for inclusion" which entails work on multilevel grounds, including the regional level and all other relevant stakeholders.

One observer and one local authority raised concerns about the use of the word "antigypsyism". The Secretariat explained the origin of the terminology, the support it receives from the Roma community, and the fact that this is now embedded in a wide set of Council of Europe standards and findings of monitoring bodies.³ A few more members expressed support for this terminology.

Concerning the methodology, the Committee

- agreed to a set up a small ad hoc drafting group from amongst its members, while taking note
 of the fact that no funding was available for physical meetings outside the context of
 committee meetings;
- 2. took note of the members volunteering to participate in the ad hoc drafting group: Belgium, Bradford (United Kingdom), Catalonia (Spain), Finland, and Luxemburg;

³ See in particular: Recommendation CM/Rec(2017)10 of the Committee of Ministers to member States on improving access to justice for Roma and Travellers in Europe and Combating antigypsyism and discrimination against Roma, ECRI revised General Policy Recommendation No.13 - adopted on 24 June 2011 and amended on 1 December 2020

3. entrusted the Secretariat with the responsibility of commissioning an external consultant, subject to the availability of financial resources, with the task of carrying out additional research in consultation with members of the ad hoc drafting group, with a view of preparing a draft concept note and outline to be considered and endorsed at the 2nd ADI-INT meeting.

9. Next steps, date and venue of the next meeting

Upon the invitation of the delegate from North Macedonia, the Committee agreed to hold its second meeting on 18-19 October 2022, fully in-person, in Skopje.

LIST OF PARTICIPANTS

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