

CDADI(2025)4

27 June 2025

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

**9th meeting, 15-16 May 2025**

### **Report**

1. The Bureau of the Steering Committee on Anti-discrimination, Diversity and Inclusion (CDADI) held its ninth meeting on 15 and 16 May 2025 at the Council of Europe office in Paris. The Chair, Erik ADELL HELLSTRÖM (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 10th CDADI plenary meeting**

3. The Chair updated the Bureau about his visit to the United Nations in Geneva on 13 January 2025 where he participated in discussions during the 23rd Session of the Intergovernmental Working Group on the Effective Implementation of the Durban Declaration and Programme of Action, in particular on the draft United Nations declaration on the respect, protection and fulfilment of the human rights of people of African descent. The Chair had also exchanged with the Secretariat of the Human Rights Council and CERD. Viktor KUNDRÁK, member of the Bureau, updated the Bureau on his participation, on behalf of the Chair, in the third meeting of the Secretary General of the Council of Europe with Presidents of Intergovernmental Committees on 24 April 2025. The meeting was part of a consultation process on the Secretary General's New Democratic Pact for Europe. At that meeting, he underlined CDADI's role in helping member States to develop intercultural inclusion, to improve the political participation and empowerment of minority groups, and to protect people at risk of discrimination, hate speech and hate crime, all of which are essential to ensuring real and effective participatory democracy.

#### **ITEM 3: Overview of work to be done during the biennium 2024/2025 and onwards**

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 2024-2026. All work streams were on track. As had been discussed at the 10th plenary meeting of CDADI and as accepted by written procedure in the Spring, in the framework of the mid-term review of the Terms of Reference for 2026-2027, two

new deliverables would be added to the mandate: one on the Environment and equality, and one on Equality mainstreaming.

#### **ITEM 4: Equality mainstreaming**

5. Cristina MILAGRE, Policy advisor to CDADI, presented the document 'Guide and checklist for implementing equality mainstreaming' which sets out seven critical issues that should be taken into account when mainstreaming equality in policy making, policy implementation and policy review. The Bureau expressed its support for continuing the work on this deliverable, including by proposing at the plenary meeting that a small working group be established to share good practices on equality mainstreaming at national, regional or local levels and to carry forward and pilot equality mainstreaming based on the draft guide. Equality mainstreaming should further strengthen gender mainstreaming, and the Bureau expressed support for the attendance of the Chair of the Gender Equality Commission (GEC), Sara SLANA, at the plenary meeting to provide input on their work related to gender mainstreaming.

#### **ITEM 5: Evaluation of the CDADI initiated by the Council of Europe Directorate of Internal Oversight (DIO)**

6. The Secretary of CDADI gave an overview of the progress made in implementing the recommendations made in the Evaluation report prepared by DIO, with a particular focus on communication in the field of human rights with a focus on equality and non-discrimination, which would be the subject of a session at the plenary meeting.

#### **ITEM 6 – Preparation of the 11th CDADI plenary meeting**

7. The Secretariat presented the progress of the working group on intersectional discrimination. The working group had last met on 29 April 2025 where it had agreed a draft Study to be circulated with members, participants and observers of CDADI for their written feedback before 15 July 2025. As the Terms of Reference provide for this deliverable to be prepared in consultation with the GEC, the consultant drafting the Study presented the main themes to the GEC at its plenary meeting on 15 May, together with Käthlin SANDER, Gender Equality Rapporteur of CDADI. GEC members, participants and observers would also be consulted in writing on the draft Study.
8. The Secretariat presented the progress of the working group on deliverables regarding national minorities and the preparation of a Study on recurrent problems in minority or regional language protection. The working group had last met on 12 May, where it had agreed on a draft of Chapters I and II of the Study and to circulate it with members, participants and observers of CDADI for their feedback at the 11th plenary meeting, as well as a revised concept note. The Secretariat updated the Bureau on progress made with planned Chapters III – V which would be drafted over the summer and presented to CDADI in the autumn. The Bureau approved the holding of an exchange of views at the 11th plenary meeting, to consist of short presentations by member States with recent good practices in updating ratification instruments or ratifying the European Charter for Regional or Minority Languages, followed by an exchange with a representative of the Committee of Experts of the European Charter for Regional or Minority Languages (COMEX). This exchange could inform the drafting of Chapters IV and V of the Study.
9. The Secretariat presented the preparatory work undertaken for the drafting of a Study on the impact of the triple planetary crisis of pollution, climate change and loss of biodiversity on persons exposed to discrimination on the grounds covered by CDADI and measures to prevent and

alleviate such impact. The Bureau agreed to ask CDADI members, participants and observers to appoint a rapporteur on this topic.

10. The Chair of the Committee of Experts on Intercultural Inclusion (ADI-INT), Karoline FERNÁNDEZ DE LA HOZ ZEITLER, updated the Bureau on the ADI-INT's work and its 7th meeting on 13-14 May in Strasbourg. The draft Self-assessment tool on multilevel governance for intercultural inclusion had been updated and revised in line with the views of the pilot group. It would be presented to CDADI in November 2025. The draft Guidance document on strategies for inclusion in the fields under the responsibility of CDADI would be proposed for adoption by CDADI at the 11th plenary meeting.
11. The Chair of the Expert Committee on Roma and Traveller Issues (ADI-ROM), Manuel DEMOUGEOT, updated the Bureau on recent events and work progress following the 11th ADI-ROM plenary meeting on 11 and 12 March 2025. The Council of Europe and member States had held numerous events throughout the *Opere Roma!* month to highlight the challenges faced by Roma in Europe. A draft Committee of Ministers Recommendation on the topic of desegregation and inclusion policies and practices in the field of education of Roma and Traveller children was under development and a first outline would be shared with members, participants and observers of CDADI. The final evaluation of the Strategic Action Plan for Roma and Traveller Inclusion (2020-2025) was under preparation and the draft Council of Europe strategy for Roma and Traveller inclusion 2026-2030 would be circulated to CDADI also for written comments. CDADI would be invited to transmit to the Committee of Ministers the final versions of the reports from the Thematic visit on combating antigypsyism in Berlin, Germany (9-10 September 2024) and the Thematic visit on National Roma Inclusion Strategies - Design, Monitoring and Implementation in Zagreb, Croatia (24-26 September 2024), for it to take note of them.
12. The Chair of the Committee of Experts on Artificial Intelligence, Equality and Discrimination (GEC/ADI-AI), Käthlin SANDER, informed the Bureau of the progress of the GEC/ADI-AI's work. At its third meeting on 26-27 February 2025, the GEC/ADI-AI had refined the draft Recommendation, taking into account the feedback received from the GEC and CDADI at their November plenary meetings and in writing, and had considered a first draft of the Explanatory memorandum. The text of the Recommendation had been sent for public consultation which closed on 28 April 2025, and GEC and CDADI members, participants and observers had been invited to provide their outstanding comments on the Explanatory memorandum by 30 May. A revised version of the draft Recommendation and explanatory memorandum would be prepared for the GEC/ADI-AI for consideration at its final meeting from 7-9 October 2025. The drafts would be circulated at an early stage in light of the EU's ongoing coordination process. The Bureau underlined that CDADI and GEC representatives of member States of the European Union should reach out to their attachés/representatives in the EU Social Questions Working Party to ensure smooth coordination. The Bureau also agreed that a short online training course on AI and Human Rights could be made available to CDADI members, participants and observers.
13. The Chair of the Committee of Experts on Sexual Orientation, Gender Identity and Expression and Sex Characteristics (ADI-SOGIESC), Yuri DE BOER, updated the Bureau on the progress of the work of the ADI-SOGIESC in advance of its 3rd meeting in Birgu, Malta, on 21 and 22 May. The draft Committee of Ministers Recommendation on equal rights for intersex persons and its explanatory memorandum would be ready for approval at the 3rd meeting of ADI-SOGIESC, following the incorporation of input received from members, participants and observers of CDADI, as well as the

stakeholder consultation and the final meeting of the drafting group. The ADI-SOGIESC was also expected to finalise the draft Report on the review of the implementation of Recommendation CM/Rec(2010)5 of the Committee of Ministers to member States on measures to combat discrimination on grounds of sexual orientation or gender identity, and to transmit this report to CDADI for adoption. Preparatory work on the draft Council of Europe strategy for the equality of rights of LGBTI persons for 2027-2032 was underway.

14. Menno ETTEMA, Head of the Hate Speech, Hate Crime and Artificial Intelligence Unit updated the Bureau on the work related to the recommendations on combating hate speech and hate crime. The working group had met on 29 April to discuss the way forward regarding work on the implementation of the two Committee of Ministers Recommendations. Regarding hate crime, the Secretariat had undertaken a mapping of current tools and resources which correspond to the chapters of Recommendation CM/Rec(2024)4 on combating hate crime to assist practitioners and policy makers. There was currently a total of about 160 tools, available in a working document in excel format, that would be further refined and presented in user-friendly format, as well as periodically updated. Information was also provided to the Bureau concerning the Conference on Preventing and Combating Hate Crime, which would take place from 19-20 June and, the No Hate Speech Week, which would take place from 18-20 June to coincide with the United Nations International Day for Countering Hate Speech on 18 June, both in Strasbourg. A diverse range of police, prosecutors, member State representatives and civil society actors had been invited to these events, with a view to encouraging networking and information sharing between these different key actors.

#### **ITEM 7 – Draft agenda for the 11th CDADI meeting**

15. The Secretary of CDADI presented the draft agenda for the 11th CDADI meeting and gave an overview of each item. The Bureau was happy with the ambitious work programme.

#### **ITEM 8 –Date of the next Plenary and Bureau meetings**

The Bureau planned the dates for upcoming meetings as follows:

- 12th plenary meeting: 18-20 November 2025, Strasbourg (joint session with GEC);
- 10th Bureau meeting 23-24 September 2025 (Paris).

#### **ITEM 9 – Any other business**

16. None.

## Appendix I

### List of Participants / Liste de participant-es

<b>BUREAU MEMBERS / MEMBRES DU BUREAU</b>
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#### **CZECHIA/ TCHÉQUIE**

**Viktor KUNDRÁK, E.MA.,**

Director, Department of Human Rights and Protection of Minorities  
Office of the Government of the Czech Republic, Prague

#### **LITHUANIA/LITUANIE**

**Kristina VYŠNIAUSKAITĖ-RADINSKIENĖ**

Advisor of Human Rights Division; UN, International Organizations and Human Rights department,  
Ministry of Foreign Affairs of the Republic of Lithuania, Vilnius

#### **SWEDEN/SUÈDE**

**Erik ADELL HELLSTRÖM (Chair)**

Deputy Director for EU- and International Affairs, Division for Discrimination Issues, Human Rights  
and Child Rights Policy, Ministry of Employment, Stockholm

#### **SWITZERLAND/SUISSE**

**Dominique STEIGER LEUBA (Vice-Chair)**

Avocate, conseillère juridique  
Unité Protection internationale des droits humains, Office fédéral de la justice OFJ  
Département fédéral de justice et police, Berne

#### **UNITED KINGDOM/ROYAUME UNI**

**Sean FINCH**

**excused**

Head of LGBT+ International, Workplace, Asylum and Resettlement, and Hate Crime Policy  
Government Equalities Office, Manchester

<b>INVITED SPEAKERS / INTERVENANT-ES</b>
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**Karoline FERNÁNDEZ DE LA HOZ ZEITLER**, ADI-INT Chair

**Manuel DEMOUGEOT**, ADI-ROM Chair

**Yuri DE BOER**, ADI-SOGIESC Chair

**Käthlin SANDER**, GEC/ADI-AI Chair

<b>SECRETARIAT / SECRÉTARIAT</b>
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**Directorate General of Democracy and Human Dignity / Direction générale de la Démocratie et de la dignité humaine**

Wolfram BECHTEL, Secretary to the CDADI, Anti-discrimination Department / Secrétaire au CDADI, Service de l'anti-discrimination

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

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

Eleni TSETSEKOU, Secretary to the ADI-ROM, Head of Division of the Roma and Travellers Team / *Secrétaire à l'ADI-ROM, Cheffe de Division de l'Équipe Roms et des Gens du Voyage*

Oana TABA, Co-Secretary to the ADI-ROM, Roma and Travellers Team / *Co-Secrétaire à l'ADI-ROM, Équipe Roms et des Gens du Voyage*

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

Thorsten AFFLERBACH, Co-Secretary to the ADI-INT, Head of Division Inclusion and Anti-discrimination programmes / *Co-Secrétaire au ADI-INT, Chef de Division Programmes sur l'inclusion et l'anti-discrimination*

Evgenia GIAKOUMOPOULOU, Secretary to the ADI-SOGIESC, Head of the SOGIESC Unit, Anti-discrimination Department / *Secrétaire à l'ADI-SOGIESC Cheffe d'Unité SOGIESC, Service de l'anti-discrimination*

Ellsworth CAMILLERI, Co-Secretary to the ADI-SOGIESC, SOGIESC Unit, Anti-discrimination Department / *Co-Secrétaire à l'ADI-SOGIESC, Unité SOGIESC, Service de l'anti-discrimination*

Menno ETTEMA, Head of Unit - Hate Speech, Hate Crime and Artificial Intelligence, Anti-Discrimination Department / *Chef de l'Unité - Discours de haine, crimes de haine et intelligence artificielle, 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

## **Appendix II**

### **Agenda**

#### **9th Bureau Meeting**

**15 - 16 May 2025**

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

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 biennium 2024/2025 and onwards
4. Equality mainstreaming
5. Evaluation of the CDADI initiated by the Council of Europe Directorate of Internal Oversight
6. Preparation of the 11th CDADI meeting (1-3 July in Strasbourg; preparatory Bureau meeting on 30 June, 15.00 in Strasbourg) - Main deliverables by expert committees and working groups
  - i. Information on progress of the work on a Feasibility study on preventing and combating intersectional discrimination
  - ii. Information on the progress of the work regarding a study on regional or national minority language protection and good practices by the Secretariat
  - iii. Information and discussion of the topic Environment and Equality
  - iv. Information on progress of the work of the ADI-INT by its Chair Karoline Fernández de la Hoz Zeitler
    1. Piloting of the Multilevel Governance Index regarding the intercultural, inclusive and multilevel governance approach for migrant integration
    2. Guidance document on strategies for inclusion
  - v. Information on progress of work of the ADI-ROM by its Chair Manuel DEMOUGEOT and the Secretariat
    1. Draft CM/Recommendation on desegregation and inclusion policies and practices in the field of education including Roma and Traveller children
    2. Final evaluation report on the implementation of the Strategic Action Plan

for Roma and Travellers Inclusion (2020-2025)

3. Draft Council of Europe strategy for Roma and Traveller inclusion 2026-2030
  4. Thematic visits on
    - a. Combating antigypsyism (9-10 September 2024) and on
    - b. National Roma Inclusion Strategies - Design, Monitoring and Implementation (24-26 September 2024)
    - c. Relations between Roma communities and the police (June 2025)
  - vi. Information on progress of the work of the GEC/ADI-AI by its Chair Käthlin SANDER and the Secretariat
    - Draft Recommendation and explanatory memorandum, discussions at the third meeting and EU co-ordination
  - vii. Information on progress of the work of the ADI-SOGIESC by its Chair Yuri de Boer
    1. Third meeting of the ADI-SOGIESC
    2. Drafting of the CM/Recommendation on the equality of rights of intersex person
    3. Comprehensive implementation review of CM/Rec(2010)5
  - viii. Work related to the recommendations on combating hate speech and hate crime
    1. Workplan for the work regarding the recommendations on combating hate speech and hate crime
    2. Conference on CM/Rec(2024)4
    3. No Hate Speech Week 2025
  - ix. Effective communication on human rights issues
7. Draft agenda for the 11th CDADI meeting
  8. Date of the next Plenary and Bureau meetings
  9. Any other business