

11th Plenary Meeting, 1-3 July 2025

Report

Summary

The Steering Committee on Anti-Discrimination, Diversity and Inclusion (CDADI) held its 11th meeting in Strasbourg on 1-3 July 2025 with Erik ADELL HELLSTRÖM (Sweden) as Chair.

The agenda of the meeting is contained in Appendix I. The list of participants and list of upcoming meetings of CDADI are contained in Appendices II and III.

At this meeting, CDADI decided to submit to the Committee of Ministers:

- (a) for consideration with a view to its adoption, the draft Recommendation of the Committee of Ministers to member States on equal rights for intersex persons, together with the text of an explanatory memorandum of which it invited the Committee of Ministers to take note;
- (b) the 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 invite the Committee of Ministers to take note of it;
- (c) the thematic reports of ADI-ROM on combating antigypsyism based on the visit to Berlin, Germany on 9-10 September 2024 and on National Roma Inclusion Strategies - Design, Monitoring and Implementation, based on the visit to Zagreb, Croatia, on 24-25 September 2024, and invite the Committee of Ministers to take note of them.

CDADI:

- elected for the period from 3 July to 31 December 2025 the Bureau member Kerstin SITTE (Austria);
- took note of the updated work plan for 2024 to 2026 and the outlook on the year 2027; and confirmed the proposal for the revision of the CDADI terms of reference for 2026-2027, including the addition of two deliverables;
- took note of the report of the 3rd meeting of Committee of Experts on Sexual Orientation, Gender Identity and Expression and Sex Characteristics ADI-SOGIESC; approved the draft Recommendation of the Committee of Ministers to member States on equal rights for

intersex persons; adopted the explanatory memorandum to this draft recommendation and the 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 took note of the outline of a Draft Council of Europe Strategy: Equality of Rights for LGBTI people (2027-2032) and invited its members, participants and observers to provide written comments on the draft strategy by 31 July 2025;

- provided guidance to the Committee of Experts on Artificial Intelligence, Equality and Discrimination (GEC/ADI-AI) for the completion of the draft Explanatory Memorandum to the Committee of Ministers Recommendation on equality and artificial intelligence;
- provided guidance to its working group on deliverables regarding national minorities on the further development of the Study on regional or national minority language protection and identification of good practices in member States; invited its members, participants and observers to provide written comments on Chapters I and II of the study by 31 July 2025; took note of the revised concept note; and took note of the presentations of several member states and exchanged views on the updating of ratification instruments and ratification of the European Charter for Regional or Minority Languages as a basis for the drafting of chapters four and five of the aforementioned study;
- provided guidance to its working group on intersectional discrimination on the development of the feasibility study on preventing and combating intersectional discrimination in Europe; and invited its members, participants and observers to provide written comments on the Draft Feasibility study on preventing and combating intersectional discrimination in Europe by 15 July 2025;
- took note of the report of the 7th meeting of the Committee of Experts on Intercultural Inclusion (ADI-INT) and the progress made with the Draft Self-assessment tool on multilevel governance for intercultural inclusion; and adopted the Guidance document on strategies for inclusion in the fields under the responsibility of CDADI;
- took note of a presentation by Sara SLANA, the Chair of the Council of Europe's Gender Equality Commission GEC, of the Council of Europe work on gender mainstreaming and exchanged views on this topic and the importance of integrating gender mainstreaming and equality mainstreaming in the New Democratic Pact;
- took note of the draft document A Guide and checklist for implementing equality mainstreaming and agreed to further develop and pilot elements of equality mainstreaming on the grounds covered by its mandate at the Council of Europe and with interested member States; agreed to set up a working group on equality mainstreaming and invited its members, participants and observers to provide written comments on the Guide and checklist and express their interest in participating in the working group on equality mainstreaming by 31 July 2025;
- took note of the report of the 11th ADI-ROM meeting; the preparation for the final evaluation of the Strategic Action Plan for Roma and Traveller Inclusion (2020-2025); took note of the draft Council of Europe strategy for Roma and Traveller inclusion 2026-2030, provided guidance for its finalisation and invited its members, participants and observers to provide written comments on it by 15 July 2025; took note of the Outline of the draft Recommendation of the Committee of Ministers on desegregation and inclusion policies and practices in the field of education for Roma and Traveller children and provided

guidance for the development of this recommendation; took note of the final versions of the thematic reports on combating antigypsyism and on National Roma Inclusion Strategies - Design, Monitoring and Implementation; and took note of a statement on behalf of the Swiss government on the persecution of the Swiss Yenish and Manush/Sinti in Switzerland;

- took note of a presentation by Hakan SHEARER DEMIR, consultant of the Steering Committee for Culture, Heritage and Landscape (CDCPP) and the Secretariat of the CDCPP on the outline of a Committee of Ministers Recommendation on the importance of culture and heritage for promoting equality and non-discrimination;
- took note of progress with the implementation of the management response to the CDADI evaluation;
- took note of the Compilation of resources for the implementation of CM/Rec(2024)4 on combating hate crime and of the reports from the Council of Europe Conference on preventing and combating hate crime on 19-20 June 2025 and the second No Hate Speech Week on 18-20 June 2025;
- took note and exchanged on recent Council of Europe work on human rights related communication with a focus on equality and non-discrimination and avenues to better communicate on the outcomes of CDADI work; and called on its members, participants and observers to further strengthen their communication on deliverables of CDADI, in particular Committee of Ministers Recommendations and human-rights related international days, and on the commitment of their member states and organisations to anti-discrimination, diversity and inclusion;
- took note of the preparations for conducting 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; and asked member States to share good practices on this topic and express their interest in the position of a CDADI rapporteur on equality and the environment by 31 July 2025;
- adopted the present abridged meeting report.

Meeting Report

ITEM 1 – Opening and adoption of the agenda

1. On 1-3 July 2025, CDADI held its 11th meeting in Strasbourg with Erik ADELL HELLSTRÖM (Sweden) as Chair. The Chair welcomed members, participants and observers to Strasbourg and gave a short overview of developments since the last CDADI meeting, notably, his intervention on 13 January 2025 at the 23rd Session of the Intergovernmental Working Group on the Effective Implementation of the Durban Declaration and Programme of Action at the United Nations in Geneva, as well as exchanges with the UN Special Rapporteur on contemporary forms of racism, with staff of the Office of the United Nations High Commissioner for Human Rights (OHCHR) Special Procedures Branch, with the Chief of the Anti-Racial Discrimination Section OHCHR, and with the Committee on the Elimination of Racial Discrimination (CERD) Secretariat. The Chair also informed CDADI of his attendance at the Council of Europe Hackathon which took place on 20 June. The event invited young people to Strasbourg to build tools, strategies, and campaigns that help combat disinformation and safeguard democratic values online. The Chair participated in interactive dialogues, notably, on the topic of Disinformation and elections. Victor KUNDRAK (Czechia), Bureau member, informed CDADI of his participation in the meeting of the Secretary General with the Chairs of the intergovernmental committees which took place on 24 April. 2025. On behalf of CDADI, the importance of equality and non-discrimination as a key building block of democracy was stressed.
2. The agenda was adopted as it appears in Appendix I. The list of participants and list of upcoming meetings of CDADI and its substructures are contained in Appendices II and III.

ITEM 2 – CDADI mandate and workplan

3. The Chair informed the Committee that the Bureau had reviewed the workplan at its meeting in Paris on 15-16 May 2025 and concluded that all deliverables were on schedule. The Secretary of CDADI presented the work plan for 2025-2026. It was recalled that the Committee of Ministers had provisionally approved the Terms of Reference for 2026 and 2027, which would be subject to confirmation in autumn 2025. The Chair recalled that CDADI had previously discussed a proposal to add two deliverables to the Terms of Reference for 2026 and 2027, on Equality and the environment and on Equality mainstreaming and that CDADI had accepted this proposal in a written procedure in Spring.

ITEM 3 – LGBTI persons – Draft Recommendation on the equality of rights of intersex persons

4. Yuri DE BOER, the Chair of the ADI-SOGIESC informed CDADI that the Committee of Experts on Sexual Orientation, Gender Identity and Expression and Sex Characteristics (ADI-SOGIESC) had met for the third time on 21 and 22 May in Birgu (Malta) and finalised its work on the draft Committee of Ministers Recommendation on equality of rights of intersex persons and its Explanatory Memorandum. The report of the 3rd meeting and the final versions of the draft Committee of Ministers Recommendation and its draft Explanatory memorandum were presented. The Chair of the ADI-SOGIESC recalled that these versions took into account all comments of member states, participants and observers on the draft Recommendation and the Explanatory memorandum which were received during the written consultation which took place from November 2024 to January 2025; during its 3rd meeting the ADI-SOGIESC had discussed, further finetuned, and agreed on final versions. Many delegations took the floor to express their support and appreciation for the draft Recommendation. One delegation made a declaration which is appended to this meeting report as [Appendix IV](#). Another delegation mentioned that whilst the provisions of the Recommendation and the Explanatory memorandum are particularly important for ensuring the protection of intersex

persons, their implementation must be achieved with due regard to the margin of appreciation of States, in particular with regard to the provisions on education, given that education systems have many priorities, challenges and needs that need to be addressed (taking into account also the budgetary implications). A third delegation underlined the non-legal binding nature of the recommendation and that their country may consider the recommendation once adopted only to the extent that it does not contradict the national legislation. CDADI approved the draft Recommendation and adopted the Explanatory memorandum.

ITEM 4 – LGBTI persons – Comprehensive implementation review of Recommendation CM/Rec(2010)5

5. The Chair of the ADI-SOGIESC presented 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 informed CDADI that this Report would inform future policy development including the forthcoming Strategy on the Equality of Rights for LGBTI people (2027-2032). The methodology had involved desk-based research and the development of pre-filled questionnaires using existing data from Council of Europe bodies, case law of the European Court of Human Rights, and other sources. The draft Report had been circulated for factual comments in Spring and the ADI-SOGIESC had worked through all comments received. CDADI adopted the report.
6. The Chair informed CDADI that the draft Council of Europe Strategy on Equality of Rights for LGBTI people was under preparation. The strategy will be finalised by mid-2026 and submitted to CDADI for its approval at the summer plenary meeting. Several member States took the floor to express their support for the strategy as presented and it was underlined that it should build on existing Council of Europe documents, including the European Commission Against Racism and Intolerance (ECRI)'s General Policy Recommendation No. 17 on preventing and combating intolerance and discrimination against LGBTI persons. CDADI was invited to share initial reactions and any written comments by 31 July 2025. The Chair informed CDADI that the next ADI-SOGIESC meeting would take place in Strasbourg from 28-29 October 2025. A new Chair and Vice-Chair would be elected during this meeting. The ADI-SOGIESC would be invited to attend a high-level event on 27 October in the context of Intersex Awareness Day and the *Europe Goes Purple* Campaign.

ITEM 5 – Draft Recommendation on equality and artificial intelligence

7. Käthlin SANDER (Estonia), Chair of the Committee of Experts on Artificial Intelligence, Equality and Discrimination (GEC/ADI-AI) informed CDADI that the GEC/ADI-AI had met on 26-27 February 2025, where it had examined all comments received from members, participants and observers of CDADI and of the Gender Equality Commission (GEC) on the draft Recommendation and considered an initial draft of the Explanatory memorandum. The Chair of the GEC/ADI-AI recalled that this version of the draft Recommendation was submitted for a public consultation which closed on 28 April 2025, and that CDADI members, participants and observers (as well as those of GEC) had subsequently had the opportunity to raise any outstanding comments in writing on the Explanatory memorandum by 30 May. The Chair of the GEC/ADI-AI recalled that the Commission of the European Union was following this work and that it had made a provisional assessment that the draft Recommendation may produce legal effects within the European Union which necessitate coordination between EU Member States. The draft Recommendation would be revised following the plenary meeting and it would be shared with the GEC/ADI-AI as soon as possible to allow sufficient time for coordination. The next meeting would take place from 7-9 October 2025 in Strasbourg. During the ensuing discussion, support was expressed for the revised draft's improved alignment with EU law. The CDADI Chair welcomed that the list of discrimination grounds in paragraph 3 of the draft Recommendation is the same as the list of discrimination grounds in the

Gender Equality Strategy, adopted by the Committee of Ministers in March 2024, and that this list was now stable. It would be important and useful to stabilise this list of discrimination grounds in order to provide clear guidance and avoid that the list is rediscussed for each deliverable of CDADI and in other Council of Europe committees.

8. The Chair informed CDADI that an online course on artificial intelligence (AI) and non-discrimination for Equality Bodies and other key stakeholders had been developed at the Council of Europe and a short version would be made available in September for all CDADI members, participants and observers.

ITEM 6 – Regional or Minority Languages – Draft study

9. The Chair recalled that CDADI is tasked to prepare a Study on regional or minority language protection and identification of good practices in member States by the end of 2025. The working group on deliverables regarding national minorities had met online four times, the last meeting took place on 12 May, where the current draft of Chapters I and II of the Study were approved for sharing with CDADI. Professor Elin Haf GRUFFYDD JONES, Professor at the University of Wales Trinity Saint David, presented Chapter I of the Draft Study and Professor Emyr LEWIS, Emeritus Professor at Aberystwyth University, presented Chapter II of the Draft Study. The Chair recalled that the draft Study contains recommendations to member States, in line with standard practice in CDADI studies as well as studies of other Steering Committees. Several member States took the floor to welcome the recommendations in the draft Study. CDADI further discussed and took note of the revised concept note for this deliverable which had been approved by the working group at its last meeting.

ITEM 6bis – Regional or Minority Languages – Exchange of views

10. The Chair recalled that an exchange of views had been organised concerning updating ratification instruments of the Charter for Regional or Minority Languages and facilitating and encouraging ratification of the Charter, which would inform the drafting of Chapters IV and V of the above-mentioned Study. Vesna CRNIĆ-GROTIĆ, member of the Committee of Experts of the European Charter for Regional or Minority Languages (COMEX) in respect of Croatia, thanked CDADI for including this topic in its agenda and introduced the importance of updating ratification instruments and of ratifying the Charter, underlining that the protection of these languages is an expression of the cultural wealth and heritage of Europe. Vesna CRNIĆ-GROTIĆ encouraged member States to avail themselves of the legal support for ratification which the Council of Europe can offer, together with financial support available. Representatives of Czechia, Germany and Hungary presented their positive experiences of ratifying the Charter and updating ratification instruments and several other member states participated in the exchange.

ITEM 7 – Intersectional discrimination

11. The Chair recalled that CDADI is tasked to prepare a feasibility study on preventing and combating intersectional discrimination by the end of 2025. Kätlin SANDER (Estonia), member of the working group on intersectional discrimination and Gender Equality Rapporteur, updated CDADI on the last working group meeting on 29 April, where the working group had approved a draft text to circulate with CDADI for written feedback. As the Terms of Reference foresee that the GEC be consulted on this deliverable, Shreya ATREY, independent consultant, had presented the main themes of the draft Study to the GEC at its plenary meeting on 15 May. Shreya ATREY also presented the draft to CDADI. In the ensuing discussions, the need to include terminology of both intersectional discrimination and multiple discrimination and to distinguish between them in the Study was emphasised, as was the need to consider the specificities of law and policy when drafting recommendations. Members, participants and observers of GEC and CDADI were invited to send any written comments on the

draft Study by 15 July, and to co-ordinate nationally with GEC counterparts.

ITEM 8 – Intercultural inclusion – Tool on Multilevel Governance and Guidance document on strategies for inclusion

12. Karoline FERNÁNDEZ DE LA HOZ ZEITLER, Chair of the Committee of Experts on Intercultural Inclusion (ADI-INT) presented the outcome of the 7th ADI-INT meeting which took place on 13 and 14 May in Strasbourg. At the 7th meeting, the ADI-INT member in respect of Ukraine had given a presentation on the 'road home' for Ukrainians displaced by the war, and a presentation had also been given on a project *Initiatives towards inclusive societies* in Finland. The ADI-INT had held an exchange with the Advisory Committee on the Framework Convention for the Protection of National Minorities on the topic of Education following the publication of the revised Thematic commentary number 1 on Education (2024). The draft Self-assessment tool on multilevel governance for intercultural inclusion had been revised and will be sent to members, participants and observers of the ADI-INT for final revisions in September. The Guidance document on strategies for inclusion in the fields under the responsibility of CDADI had been improved since the last CDADI meeting, including through the addition of executive summaries and the making of visual improvements to render it more practically useful. It aimed to provide member States, at the central, regional and local levels, with guidance on how to achieve inclusion in a comprehensive way. Christian ÅHLUND and Aneta WITWICKA, consultants, presented the revised guidance document on strategies for inclusion, which was adopted by CDADI.

ITEM 9 – Gender Mainstreaming

13. Sara SLANA (Slovenia), Chair of GEC and Cécile GRÉBOVAL, Programme Manager for Gender Mainstreaming and Senior Gender Equality Advisor, presented the Council of Europe's longstanding work on gender mainstreaming, including the adoption of standards, the development of tool and manuals, in person and online training, support to other committees and gender equality rapporteurs, and advice to colleagues. The Chair of CDADI recalled that in its work on equality mainstreaming, CDADI would draw inspiration from the GEC and its experience with gender mainstreaming. In the following discussion current and future opportunities for cooperation of the committees and secretariats for mutual support and reinforcement were underlined. It was highlighted that gender and equality mainstreaming are key to the new democratic pact of the Council of Europe.

ITEM 10 – Equality mainstreaming

14. Cristina MILAGRE, Policy Advisor of CDADI, presented a draft 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. Several members, participants and observers took the floor to welcome the guide. Guidance was given on the need to learn from the experience with gender mainstreaming and ensure the participation of civil society. Several member states expressed interest in participating in a working group on this topic, whose work was expected to start in the autumn and consist of two online meetings per year, and in eventually piloting the methodology.

ITEM 11 – Roma and Traveller – Draft Strategy for Roma and Traveller Inclusion and draft Recommendation on desegregation and inclusion policies and practices in the field of education of Roma and Traveller children

15. Manuel DEMOUGEOT, Chair of ADI-ROM, presented the ongoing work of the ADI-ROM and the report of its 11th meeting which had taken place from 11-12 March in Strasbourg. CDADI was

informed that throughout April, the Council of Europe and member States had held numerous events in the framework of the *Opre 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 an outline had been shared with CDADI. The working group would meet again online in the autumn and consider any feedback from members, participants and observers of CDADI on the outline of this Recommendation.

16. Nicolae RĂDIȚA (Republic of Moldova) presented the development of the Council of Europe Strategy for Roma and Traveller inclusion (2026-2030). The draft had been discussed at the 11th ADI-ROM meeting and 19th dialogue meeting with Roma and Traveller Civil Society Organisations, and had been subsequently considered by the working group at its second meeting on 26 May 2025. The strategic priorities included increasing and promoting knowledge and awareness about Roma and Travellers communities to combat antigypsyism and prejudice; ensuring equal rights and dignity of Roma and Travellers through effective implementation of legislation and policies; and promoting democratic governance and increasing meaningful participation of Roma and Travellers in public and political life. The draft strategy would be finalised in September and presented to CDADI in November. Muriel TRUMMER (Switzerland), delivered a statement on the legal opinion prepared on behalf of the Federal Department of Home Affairs (EDI) on the persecution of the Swiss Yenish and Manush/Sinti in Switzerland between 1926 and 1973, appended to this meeting report as [Appendix V](#).

ITEM 12 – Exchange of views on the importance of culture and heritage for promoting equality and non-discrimination

17. The Chair informed CDADI that the Steering Committee for Culture, Heritage and Landscape (CDCPP) had been tasked to prepare, in co-operation with CDADI, a Recommendation of the Committee of Ministers to member States on the importance of culture and heritage for promoting equality and non-discrimination. Hakan SHEARER DEMIR, consultant of the CDCPP presented the outline of the draft Recommendation. It was underlined that culture and heritage play an important role in promoting participation by individuals and communities at risk of marginalisation and making them more visible by telling their stories, as well as in addressing systemic challenges including discrimination. The CDCPP Secretariat informed about its plan to consult CDADI in writing on a draft text of a Recommendation between mid-September and mid-October 2025 and shared the composition of the CDCPP working group to enable CDADI members to coordinate with their national CDCPP counterparts involved in this work.

ITEM 13 – CDADI evaluation

18. The Chair recalled that the Directorate of Internal Oversight had carried out an evaluation of CDADI and that the report was overall very positive and contained 6 lessons learned and 5 Recommendations. The Secretary of CDADI, Wolfram BECHTEL, presented the status of implementation of the recommendations and the activities planned until the end of 2025. Members, participants and observers of CDADI were encouraged to widely circulate CDADI's adopted texts, including summaries which have been prepared by the Secretariat to facilitate this task, with competent authorities in their member states and beyond. Members, participants and observers were invited to continue translating these into their languages to facilitate implementation and ensure as wide a dissemination as possible.

ITEM 14 – Hate speech and hate crime deliverables – Conference, No Hate Speech Week and Compilation of resources regarding CM/Rec(2024)4

19. The Chair recalled that the CDADI working group on hate speech and hate crime met on 29 April to discuss the way forward regarding work on the implementation of the two Committee of Ministers Recommendations on combating hate speech and hate crime. Robert GAJDA (Albania) reported on the third meeting of the working group. 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 170 tools. Resources had been compiled, among other things, on capacity building for the police, victim support, and resources for educational institutions and civil society organisations. Menno ETTEMA, Head of the Hate Speech Hate Crime and Artificial Intelligence Unit, gave a presentation of the [online platform](#) hosting the compendium of resources for the implementation of CM/Rec(2024)4 on combating hate crime, which was designed to be easy to use including for public officials, civil society, journalists, other professionals, victims and the general public. The Secretariat would issue a call for updates annually. Once the website was operational, CDADI members, participants and observers would be informed.
20. The Chair recalled that the Anti-discrimination Department of the Council of Europe had organised the No Hate Speech Week to coincide with the international day to counter hate speech on 18 June and a conference to promote the new recommendation CM/Rec(2024)4 on combating hate crime. The Chair thanked the Maltese Presidency of the Committee of Ministers once again for their support for the No Hate Speech Week and the Conference on Preventing and combating hate crime which had taken place from 18-20 June in Strasbourg. Alexander TORTELL (Malta) reported on the outcomes of the No Hate Speech Week and Dominique STEIGER-LEUBA, Vice-Chair of CDADI, reported on the outcomes of the Conference on preventing and combating hate crime, held on 19-20 June. Member states, participants and observers of CDADI were thanked for their efforts in identifying invitees, in particular practitioners of the police and prosecution services, which made the Conference on preventing and combating hate crime a very useful and interesting event. Many member states took the floor to express that both the No Hate Speech Week and the Conference made important contributions to the implementation of the Recommendations on hate speech and hate crime and provided numerous opportunities for very valuable exchange, networking and mutual learning between a diverse range of key actors.

ITEM 15 – Elections

21. CDADI elected Kirsten SITTE (Austria) as Bureau member for the period from 3 July until the end of 2025.

ITEM 16 – Presentation and exchange of views on communication on equality and other human-rights topics

22. The Chair recalled that one of the recommendations of the evaluation of CDADI was about communication on CDADI deliverables, and that CDADI members had expressed that they wished to receive information and exchange on Council of Europe tools and knowledge about communication on equality and other human rights issues. The Secretariat presented a variety of methods and tools developed by the Cooperation sector of the Anti-discrimination department. Richard MELICHAR, Deputy Head of the Fundamental and Human Rights Department at the Ministry of Interior of Austria, presented guidelines on public campaigning principles against hate speech and hate crime. Rita MARASCALCHI, Head of Intercultural and Inclusion Unit, presented the Anti-rumors methodology developed by the Intercultural Cities programme. A Handbook was available in 9 languages. Several member States shared positive experiences of campaigns designed to inform

the general public about non-discrimination, campaigns to raise awareness for victims of available support, as well as training for specific actors such as judges, members of parliament, and the police. The challenges, including reaching communities in remote areas, and ensuring funding, were also discussed. The importance of continuing work on this topic was stressed. Evgenia GIAKOUMOPOULOU, Head of the Sexual Orientation, Gender Identity and Expression and Sex Characteristics Unit, informed CDADI of the Campaign *Europe Goes Purple* which would run from 26 October – 8 November 2025. Member States were invited to join in the lighting of public buildings and storytelling campaign.

ITEM 17 – Environment and equality

23. The Chair reminded CDADI that it had decided to continue its work on the environment and equality. CDADI was informed about the hiring of a consultant to prepare a study on this topic, and members, participants and observers were invited to express interest in being appointed as a CDADI rapporteur on equality and the environment by 31 July.

ITEM 18 – Adoption of the Abridged Report and any other business

24. A bilingual version of the abridged report was adopted by written procedure following the meeting. No other business was discussed.

Appendix I

AGENDA

1. Adoption of the agenda
2. CDADI mandate and work plan
3. LGBTI persons – Draft Recommendation on the equality of rights of intersex
4. LGBTI persons – Full review of CM/Rec(2010)5
5. Draft Recommendation on equality and artificial intelligence
6. Regional or Minority Languages – Draft study Equality and the environment
7. Intersectional discrimination
8. Intercultural inclusion – Tool on Multilevel Governance and Guidance document on strategies for inclusion
9. Gender Mainstreaming
10. Equality mainstreaming
11. Roma and Traveller – Draft Strategy for Roma and Traveller Inclusion and draft Recommendation on desegregation and inclusion policies and practices in the field of education of Roma and Traveller children
12. Exchange of views on the importance of culture and heritage for promoting equality and non-discrimination
13. Follow-up to the CDADI evaluation
14. Hate speech and hate crime deliverables – Conference, No Hate Speech Week and Compilation of resources regarding CM/Rec(2024)4
15. Elections
16. Presentation and exchange of views on communication on equality and other human-rights topics
17. Environment and equality
18. Adoption of the Abridged Report and any other business

Appendix II

LIST OF PARTICIPANTS / LISTE DES PARTICIPANT-ES

MEMBERS / MEMBRES

ALBANIA/ALBANIE

Robert GAJDA

Commissioner on Protection against Discrimination, Tirana

ANDORRA/ANDORRE

Olimpia TORRES BARROS

Représentante Permanente Adjointe, Strasbourg

ARMENIA/ARMÉNIE

Zoya STEPANYAN

Head, International Human Rights Cooperation Division, Department for Human Rights and Humanitarian Issues, Ministry of Foreign Affairs, Yerevan

AUSTRIA/AUTRICHE

Kerstin SITTE LL.M.

Federal Chancellery, Department II/5 – National Minorities, Vienna

AZERBAIJAN/AZERBAÏDJAN

Zhala (Jala) IBRAHIMOVA

Deputy Head of Department for Cooperation with International Human Rights Institutions, Ministry of Foreign Affairs of the Republic of Azerbaijan, Baku

BELGIUM/BELGIQUE

Isabelle LECLERCQ

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Elisabeth MASSIN

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Attachée, Dir. Partenariats et Projets Transversaux et Internationaux, Agence pour une Vie de Qualité (AViQ), Charleroi

BOSNIA AND HERZEGOVINA/BOSNIE-HERZÉGOVINE

Kemo SARAC

online

Ministry for Human Rights and Refugees of Bosnia and Herzegovina, Sarajevo

BULGARIA/BULGARIE

Strahil GORNISHKI

online

Head of the department, Prevention and protection from domestic violence, cooperation on ethnic and integration issues and interaction with civil society, Council of Ministries Administration, Sofia

Ahavni TOPAKBACHIAN

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State expert, Prevention and protection from domestic violence, cooperation on ethnic and integration issues and interaction with civil society, Council of Ministries Administration, Sofia

CROATIA/CROATIE

Alen TAHIRI

Director, Government Office for Human Rights and Rights of National Minorities, Zagreb

Jelena DOKSA

Assistant, Government Office for Human Rights and Rights of National Minorities, Zagreb

CYPRUS/CHYPRE

CZECH REPUBLIC/RÉPUBLIQUE TCHÈQUE

Viktor KUNDRÁK, E.MA.,

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

DENMARK/DANEMARK

Mads Reiselbach MADSEN

Head of Section, Department of Gender Equality, Copenhagen

ESTONIA/ESTONIE

Käthlin SANDER

Head of Equal Opportunities Policy, Ministry of Economic Affairs and Communications, Tallinn

FINLAND/FINLANDE

Corinna TAMMENMAA

Head of Unit, Unit for Autonomy and Equality, Department for Democracy and Public Law, Ministry of Justice, Helsinki

FRANCE

Laurence VILLETTE-RICHARD

Conseillère justice et relations internationales, Délégation interministérielle à la lutte contre le racisme, l'antisémitisme et la haine anti-LGBT (DILCRAH), Paris

GEORGIA/GÉORGIE

Anuki BURDULI

Senior Specialist at the Human Rights Protection Secretariat, Administration of the Government of Georgia, Tbilisi

GERMANY/ALLEMAGNE

Ulrike BENDER

Head of Division for Public International and European Law, Federal Ministry of the Interior and Homeland, Berlin

Louise LAMSFUSS

Legal officer, Federal Ministry of Interior and Homeland, Berlin

Lena REINSCHMIDT

EU division, EU coordination, International Affairs, Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, Berlin

GREECE/GRÈCE

Christina AGORITSA

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General Secretariat for Equality and Human Rights, Ministry of Social Cohesion and Family Affairs, Athens

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LATVIA/LETTONIE

Anta RUTKA-KRIŠKALNE

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LIECHTENSTEIN

No nomination / Pas de nomination

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MONACO

No nomination / Pas de nomination

MONTÉNÉGRO

Ljudmila POPOVIĆ

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TÜRKIYE

Sadi DEMIR

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Daniel BUCKETT

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INVITEES TO THE 11th CDADI MEETING/ INVITÉ-ES À LA 11^e RÉUNION DU CDADI

Professor Elin Haf GRUFFYDD JONES, independent expert to CDADI Working Group on deliverables regarding national minorities / Professor at the University of Wales Trinity Saint David / *Experte indépendante auprès du Groupe de travail du CDADI sur les livrables relatifs aux minorités nationales, Professeure à l'université du Pays de Galles Trinity Saint David*

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Aneta WITWICKA, External consultant for *the Intercultural Cities (ICC) Programme/ Consultante externe pour le programme Villes interculturelles (ICC)*

Sara SLANA, Chair of the Gender Equality Commission (GEC) / *Présidente de la Commission pour l'égalité des genres*

Hakan SHEARER DEMIR, Lead consultant for the CDCPP / *Consultant principal pour le CDCPP*

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Manuel DEMOUGEOT, Chair of the ADI-ROM / *Président de l'ADI-ROM*

Yuri DE BOER, Chair of the ADI-SOGIESC / *Président de l'ADI-SOGIESC*

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Congress of Local and Regional Authorities of the Council of Europe / Congrès des Pouvoirs locaux et régionaux du Conseil de l'Europe

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Steering Committee on the rights of the child (CDENF) / Comité directeur pour les droits de l'enfant

Steering Committee for Human Rights in the fields of Biomedicine and Health (CDBIO) / Comité directeur pour les droits de l'homme dans les domaines de la biomédecine et de la santé

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INTERPRETERS /INTERPRÊTES

Bettina LUDEWIG QUAINÉ
Clarissa WORSDALE

Appendix III

List of upcoming meetings of the CDADI and its substructures

Date	Name
1-3/07/25 Strasbourg	11th CDADI meeting
9-10/09/25 Strasbourg	ADI-ROM WG on CM Rec on desegregation and inclusion policies and practices in the field of education of Roma and Traveller children
23-24/09/25 TBC Paris	CDADI Bureau meeting
Sep 2025 online	ADI-ROM WG on Council of Europe strategy for Roma and Travellers inclusion 2026-2030
3/10/2025 online	GT-ADI-MIN on regional and national minority language protection
2/10/25 online	WG on deliverables regarding hate speech and hate crime (GT-ADI-HSHC)
2/10/25 online	Working group on intersectional discrimination (GT-ADI-DI)
7-9/10/25 Strasbourg	Committee of Experts on Artificial Intelligence, Equality and Discrimination (GEC/ADI-AI)
14-15/10/25 Strasbourg	Committee of Experts on Intercultural Inclusion (ADI-INT)
14-15/10/25 Strasbourg	Committee of Experts on Roma and Traveller Issues (ADI-ROM)
28-29/10/25 Strasbourg	Committee of experts on Sexual Orientation, Gender Identity and Expression and Sex Characteristics (ADI-SOGIESC)
Nov 25 online	GT-ADI-MIN on regional and national minority language protection
18-20/11/25 Strasbourg	12th CDADI meeting
Nov/Dec 25 online	ADI-ROM WG on Handbook on democratic governance and representation and participation of Roma and Travellers in public and political life
21-22/04/26(tbc) Paris(tbc)	CDADI Bureau meeting
16-18/06/26 Strasbourg	13th CDADI meeting

Appendix IV

STATEMENT BY ITALY ON RECOMMENDATION CM/Rec(2025) ON THE RIGHTS OF INTERSEX PERSONS

Italy wishes to express its appreciation for the important work carried out by the ADI-SOGIESC Committee of Experts in drafting the Recommendation of the Committee of Ministers on the rights of intersex persons. The negotiation process was marked by constructive dialogue, which enabled the emergence of a text that accommodates different approaches while upholding the shared framework of human rights protection.

In appreciating the negotiation on the text and expressing, for the moment, its abstention on the Recommendation and the Explanatory Memorandum, Italy would like to set out certain interpretative elements that define the scope within which the text will be understood and implemented at national level, taking into account Italy's specific legal and bioethical context.

- Italy supports the principle that medical decisions affecting a person's physical integrity—especially in the case of minors or persons unable to provide valid consent—must be guided by strict criteria of therapeutic necessity and proportionality. In this respect, early and accurate clinical diagnosis of DSDs (*in line with the Opinion of the National Bioethics Committee*) is considered essential for ethically sound and informed medical decision-making.
- In line with the *Opinion of the National Bioethics Committee*, Italy maintains a clinical and bioethical approach that recognises intersex conditions as complex medical situations requiring personalised care. Medical decisions must serve the best interests of the child and involve shared decision-making between healthcare professionals and families, based on truly informed consent.
- Regarding birth registration and legal gender recognition, Italy confirms its binary legal framework. The introduction of “intermediate” or “undetermined” gender categories is not considered appropriate or compatible with the current legal system, as it could generate legal uncertainty and risks of social and legal stigmatisation.
- Italy welcomes the Recommendation's emphasis on the training of healthcare professionals, especially on issues of informed consent and the psychological implications of medical choices. Equal access to high-quality diagnostics and technologies across the country is also considered a key element of person-centred care.
- Italy notes that the Explanatory Memorandum adopts a strongly critical tone toward established clinical practices. While recognising the intention to strengthen safeguards for intersex persons, Italy stresses the importance of a balanced account of the complexities involved in clinical decisions, including the role and responsibilities of parents and medical professionals.
- With regard to the so-called *intersectional approach* referenced in both the Recommendation and the Explanatory Memorandum, Italy acknowledges its analytical relevance but interprets it as additive or overlapping. This reading allows for an understanding of how multiple grounds of discrimination may interact and reinforce each other while remaining legally and conceptually distinct. Italy does not endorse a structural or unified theory of discrimination that would entail a systemic revision of existing legal categories.

Taking into account the improvements reflected in the final text and the constructive spirit that characterized the negotiations, Italy, for the time being, does not block the process and abstains. We reaffirm our commitment to the protection of the fundamental rights of intersex persons, within a framework of European cooperation that respects the constitutional and bioethical diversity of the Member States.

Appendix V

Statement by Switzerland on item 11

Dear Chair, Dear colleagues,
<p>The Federal Department of Foreign Affairs has been tasked by the Swiss Government to inform the competent bodies of the Council of Europe about a decision it has made.</p> <p>This decision concerns requests from two national minority organisations in Switzerland, the Yenish and the Sinti, who asked the Confederation to recognise a (cultural) genocide against the Swiss Yenish and Sinti in connection with the actions of the organisation "Œuvre des enfants de la grand-route" (Work of the Children of the Open Road).</p>
<p>Between 1926 and 1973, the leaders of this organisation, with the help of the authorities, forcibly removed approximately 600 Yenish children from their parents to place them in homes, correctional institutions and foster families, in violation of the principles of the rule of law. Some Sinti were also among the victims. Furthermore, adults who had been placed outside their families during their minority were placed under guardianship or in institutions, banned from marrying and, in some cases, forcibly sterilised. Beyond this "Œuvre des enfants de la grand-route", religious charitable organisations and authorities were also active, bringing the estimated total of around 2,000 placements.</p> <p>In addition to the persecution of the Yenish and Sinti, these coercive measures affected more than one hundred thousand other children and adults until 1981. They targeted people from disadvantaged backgrounds or whose lifestyles did not correspond to the accepted social norms of the time.</p>
<p>Given the seriousness of the accusations in the requests, an independent legal opinion was sought. In addition to the possibility of genocide, the opinion examined the question of a crime against humanity.</p> <p>It concluded that</p> <ul style="list-style-type: none">- According to current law, the abduction of children and the intention to break family ties in order to eliminate the nomadic way of life and assimilate the Yenish and Sinti must be classified as "crimes against humanity" within the meaning of the Rome Statute of the International Criminal Court, and that the State bears its share of responsibility for the acts committed;- This does not constitute "cultural genocide"; as such a legal concept does not exist in public international law;- It is also not a case of genocide under applicable law, as there was no genocidal intent, which is a required element for establishing such a crime.
<p>By decision of 19 February 2025, the Federal Council took note of the legal opinion and sent a letter to the Yenish and Sinti communities.</p> <p>In its letter, the Federal Council noted that, in principle, offences should be prosecuted in accordance with the law in force at the time. The persecution of minorities, and in particular the abduction of children from their families with the support of the authorities, has caused great suffering. The victims were physically and emotionally abused. They were deprived of the freedom to lead their lives according to their own possibilities and aspirations. The injustice committed has left its mark on the lives of the people concerned, their families and their</p>

communities, and its effects can still be felt today. **The Federal Council regrets the suffering** caused and **reiterates its sincerest apologies to the Yenish and Manouche/Sinti concerned.**

In the past, the Confederation has already taken **various measures** to shed light on coercive measures aimed at extrafamilial placements. Between 1988 and 1992, **financial compensations** were awarded to victims of the "Œuvre des enfants de la grand-route". A federal law that came into force in 2017 provides, among other things, **solidarity contributions** for all surviving victims of coercive measures (including Yenish and Sinti), as well as **advice** and **support** for those affected and **scientific analysis.**

The Federal Department of Home Affairs has been instructed to conduct a **dialogue** with the Yenish and Sinti organisations by the end of 2025 on the need for **any additional measures to address the past.**

Thank you very much for your attention.

The Federal Council's decision will be brought to the attention of **CDADI** and the **ADI-ROM** at their October meeting.