

12th Plenary Meeting, 18-20 November 2025

Report

Summary

The Steering Committee on Anti-discrimination, Diversity and Inclusion (CDADI) held its 12th meeting in Strasbourg on 18-20 November 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 equality and artificial intelligence with the text of an explanatory memorandum of which it invited the Committee of Ministers to take note;
- (b) for consideration with a view to its adoption, the draft Council of Europe strategy for Roma and Traveller inclusion 2026-2030;
- (c) the Study on certain aspects of regional or national minority language protection and identification of good practices in member States of which it invited the Committee of Ministers to take note;
- (d) the Final evaluation report on the implementation of the Strategic Action Plan for Roma and Traveller Inclusion (2020-2025) of which it invited the Committee of Ministers to take note;
- (e) the thematic report on “Relations between Roma communities and the police”, based on the ADI-ROM thematic visit to Bucharest, Romania on 17-19 June 2025 of which it invited the Committee of Ministers to take note;
- (f) the final thematic report on “Inclusion of Roma history in school curricula”, based on the ADI-ROM thematic visit to the Slovak Republic on 7-8 October 2025, once this report has been adopted by ADI-ROM, of which it invited the Committee of Ministers to take note.

CDADI:

- elected for the calendar year 2026 the Chair Käthlin SANDER (Estonia), the Vice-Chair Viktor KUNDRAK (Czech Republic) and three Bureau members, Corinna TAMMENMAA

(Finland) and Mattia PERADOTTO (Italy) for the calendar years 2026 - 2027 and Kerstin SITTE (Austria), for the calendar year 2026;

- exchanged with Hallvard GORSETH, Director of Equal Rights and Dignity on the contribution of CDADI to the development of the New Democratic Pact for Europe and underlined that: equality and equal political participation are building blocks of democracy; effective inclusion is crucial for democratic security; for the first pillar of the Pact, the work of CDADI on political participation and on education and awareness raising about equality are fundamental; for the second pillar, preventing and combating hate are crucial; and for the third pillar, the work of CDADI on data gathering, using artificial intelligence for furthering equality and implementing comprehensive inclusion policies will be indispensable;
- took note of the updated work plan for 2024 to 2027;
- took note of the report the fourth meeting of the Committee of Experts on Artificial Intelligence, Equality and Discrimination (GEC/ADI-AI); and invited its members, participants and observers to provide written input with a view to promoting the implementation of the draft CM/Recommendation on equality and artificial intelligence by 15 January 2026;
- adopted the Feasibility study on preventing and combating intersectional discrimination in Europe and agreed to prepare a draft Committee of Ministers Recommendation on this topic;
- exchanged views with Michael O'FLAHERTY, Commissioner for Human Rights of the Council of Europe; and took note of the possibility for the member States to host the travelling exhibition accompanying the Commissioners book "The Unheard 12 million";
- took note of the report of the 12th ADI-ROM meeting; took note of preliminary findings following the ADI-ROM group of experts' thematic visit on inclusion of Roma history in school curricula to the Slovak Republic; provided guidance to the ADI-ROM on the Concept note for a Handbook on democratic governance and representation and participation of Roma and Travellers in public and political life; and invited its members, participants and observers to provide written comments on the draft Committee of Ministers Recommendation on desegregation and inclusion policies and practices in the field of education of Roma and Traveller children by 15 January 2026;
- took note of the progress of the work of the CDADI working group on combating hate speech and hate crime, and in particular the preparation for the implementation review of Recommendation CM/Rec(2022)16 on combating hate speech, and the No Hate Speech Week 2026; and invited its members, participants and observers to widely distribute the call for papers for the conference "Challenging Hate: A Human Rights Approach" on 28-29 May 2026 at the University of Limerick;
- took note of the report of the 8th meeting of the Committee of Experts on Intercultural Inclusion (ADI-INT); adopted the Self-assessment tool on multilevel governance for intercultural integration; and took note of the progress made on the work for a peer-learning and benchmarking tool on inclusion strategies and provided guidance to ADI-INT regarding this deliverable;

- took note of the oral report of the first meeting of the CDADI working group on equality mainstreaming;
- provided guidance for the development of the draft Study on the impact of the environmental crisis on persons exposed to discrimination and measures to prevent and alleviate such impact;
- took note of the progress made with the implementation of the management response to the CDADI evaluation;
- appointed for the calendar years 2026 – 2027 Lena REINSCHMIDT (Germany) as Rapporteur on Gender Equality, Elisabeth MASSIN (Belgium) as Rapporteur on the Rights of Persons with Disabilities, Kerstin SITTE (Austria) as Rapporteur on Equality and the Environment and Erik ADELL HELLSTRÖM (Sweden) as Rapporteur for Equality and Democracy;
- designated Armenia, Belgium, Croatia, Finland, Italy, Luxembourg, the Republic of Moldova, Norway, Spain and United Kingdom as member States, Baden-Württemberg and Neuchâtel as regional authorities and Bilbao (Spain), Botkyrka (Sweden), Bursa-Osmangazi (Türkiye), London Borough of Camden (United Kingdom), Lublin (Poland), Reggio Emilia (Italy), Riga (Latvia) and Strasbourg (France) as local authorities participating in the Intercultural Cities Programme, which will appoint a member to the Committee of Experts on Intercultural Inclusion (ADI-INT);
- decided to set up working groups on (1) intersectional discrimination; (2) deliverables regarding national minorities; (3) on deliverables regarding hate speech and hate crime; (4) equality mainstreaming; and (5) equality and artificial intelligence;
- designated: with defrayal of travel and subsistence expenses, Belgium, the Czech Republic, Estonia, France, Malta and Spain; with defrayal of subsistence expenses only, Italy; and without defrayal of travel or subsistence expenses, Sweden and Switzerland, as member States which would appoint a member to the working group on intersectional discrimination;
- designated Armenia, Austria, Croatia, the Czech Republic, Finland, Hungary, Latvia, the Republic of Moldova, North Macedonia, Romania, Slovenia, Switzerland and the United Kingdom as member States which would appoint a member to the Working Group on national minorities;
- designated Albania, Armenia, Belgium, Croatia, the Czech Republic, Finland, France, Germany, Hungary, Italy, Lithuania, the Republic of Moldova, Norway, Spain and the United Kingdom as member States which would appoint a member to the Working Group on deliverables regarding hate speech and hate crime and admitted ILGA Europe and LICRA to this group;
- designated Belgium, the Czech Republic, Estonia, Germany, Ireland, Malta, North Macedonia, Norway, Slovenia, Spain and Sweden as member States which would appoint a member to the Working Group on equality mainstreaming and admitted its Rapporteur for the rights of persons with disabilities and LICRA to this group;

- designated Estonia, Germany, Luxembourg, Malta, the Republic of Moldova, Romania and Switzerland as member States which would appoint a member to the Working Group on equality and artificial intelligence and admitted ILGA Europe and LICRA to this group;
- took note of the existing reimbursement rules for ADI-ROM and ADI-SOGIESC and clarified that the Chair and Vice-Chair of both committees are reimbursed for each in person or hybrid meeting;
- admitted Eurochild as an observer to the ADI-ROM; and noted for the remaining request for observer status to ADI-ROM (European Yenish Council) that it was neither accepted nor referred to the Committee of Ministers (cf. paragraph 8 of Resolution CM/Res(2021)3);
- took note of the report of the 4th meeting of ADI-SOGIESC; provided guidance to the ADI-SOGIESC for the finalisation of the draft Council of Europe strategy for the equality of rights of LGBTI persons (2027-2032); and invited its members, participants and observers to provide written comments on the draft strategy by 15 December 2025;
- adopted the present abridged meeting report and dealt with other business.
- one delegation submitted a statement on the draft Recommendation of the Committee of Ministers to member States on equality and artificial intelligence and reserved its right to return to this issue at the level of the Committee of Ministers; another delegation submitted a statement on the Feasibility study on preventing and combating intersectional discrimination in Europe; both statements appear in Appendices IV and V to this meeting report CDADI(2025)39.

Meeting Report

ITEM 1 – Opening and adoption of the agenda

1. On 18-20 November 2025, CDADI held its 12th meeting in Strasbourg with Erik ADELL HELLSTRÖM (Sweden) as Chair. The Chair welcomed members, participants and observers to Strasbourg. 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.
2. CDADI exchanged with the Director of Equal Rights and Dignity of the Council of Europe, Hallvard GORSETH, on how the work of CDADI contributes to the New Democratic Pact for Europe ("the Pact") in relation to each of the Pact's three pillars. Several CDADI members emphasised that equality is an essential precondition for democracy, as for democracy to function properly, and for societies to be inclusive and stable, it is essential that all members of society, including those most at risk of discrimination, can participate effectively in all aspects of public and political life. It was therefore underlined that equality and equal participation are core building blocks of democracy. Members expressed that the work of CDADI on equality mainstreaming should feed into the Pact so as to ensure that equality and diversity are at its centre. It was also emphasised that a lack of equality erodes trust in democratic institutions and has an economic cost, whereas removing obstacles and barriers to participation for the most vulnerable in our societies, in education and in employment in particular, can unlock talents which benefit everyone. Furthermore, it was underlined that it was important to fully reflect the voices and capacities of civil society organisations in the development of the Pact and that a multistakeholder approach combining the expertise of member States, private actors, equality bodies and civil society would be essential to reinforce democracy and fight democratic backsliding.
3. Regarding the first pillar of the Pact, 'Learning and practising democracy to boost resilience', which focuses on empowering the actors of democracy and strengthening democratic institutions, several key contributions of CDADI were recalled. They focus on increasing political participation of persons and groups exposed to discrimination and include Committee of Ministers Recommendations CM/Rec(2023)9 on the [active political participation of national minority youth](#) and CM/Rec(2024)1 on [Equality of Roma and Traveller women and girls](#). In this context, the draft Strategy for Roma and Traveller inclusion (2026-2030) and the draft Strategy for the equality of rights of LGBTI persons (2027-2032), and the forthcoming Handbook on democratic governance and participation of Roma and Travellers were also highlighted. The work of the Committee of Experts on Intercultural Inclusion (ADI-INT) also directly reinforces this first pillar of the Pact by promoting interaction, participation and shared belonging through coordinated policies at the local, regional and national levels.
4. The second pillar of the Pact, 'Protecting democracies to ensure democratic security', focuses on protecting democratic institutions and addressing the roots of disillusionment, extremism and polarisation. Here, CDADI's work on the preparation and implementation of the Committee of Ministers Recommendations to member States on [combating hate speech](#) (CM/Rec(2022)16) and [combating hate crime](#) (CM/Rec(2024)4) was of central importance, as was CM/Rec(2022)10 on [multilevel policies and governance for intercultural integration](#), which promotes inclusive and alternative speech. These standards emphasise that democratic security is strengthened when societies value diversity, create spaces for interaction, break down stereotypes, and build understanding and trust.
5. Regarding the third pillar of the Pact, 'Innovating to shape democracies of tomorrow', in particular three contributions from CDADI were highlighted: the finalisation of a draft Committee of Ministers Recommendation on Equality and artificial intelligence jointly with the Gender Equality Commission, the Guidance document on strategies for inclusion in the fields under the responsibility of the CDADI

(prepared by the ADI-INT), as well as CDADI's forthcoming work on a Study containing practical guidance on data collection in relation to the rights of persons belonging to national minorities and the use of regional or minority languages including through population censuses.

6. Following the conclusion of this exchange of views, the Chair recalled recent achievements of CDADI, including the recent adoption of Recommendation CM/Rec(2025)7 of the Committee of Ministers to member States on [Equal rights for intersex persons](#), prepared by the Committee of Experts on Sexual Orientation, Gender Identity and Expression and Sex Characteristics (ADI-SOGIESC), at the 1539th meeting of the Committee of Ministers' Deputies in Siggiewi (Malta) on 7 October 2025. The Committee of Ministers had also taken note, at the same meeting, of two thematic reports prepared by the Committee of Experts on Roma and Traveller Issues (ADI-ROM), one on [combating antigypsism](#) and one on [national experiences of implementation, monitoring and evaluation of national Roma inclusion policies](#). The Committee of Ministers had also taken note, on 22 October 2025, of the [third Report](#) on the review of the implementation of CM/Rec(2010)5 of the Committee of Ministers to member States on measures to combat discrimination on grounds of sexual orientation and gender identity. A brief update was also given on an ongoing reflection on the root causes of racism and a plan for a future colloquium on that topic in the margins of a plenary meeting.

ITEM 2 – CDADI mandate and workplan

7. The Chair informed CDADI that the Bureau had reviewed the workplan at its meeting in Paris on 24 September 2025 and concluded that all deliverables were on schedule. The Secretary of CDADI presented the work plan for 2024-2027. It was recalled that the Committee of Ministers had provisionally approved the Terms of Reference for 2026 - 2027, which were based on the exchange of views that CDADI had held in 2023, and that it was expected that the Committee of Ministers would confirm those Terms of Reference before the end of the CDADI meeting. The Chair recalled that CDADI had previously agreed to add two deliverables to the Terms of Reference for 2026 and 2027, on Equality and the environment and on Equality mainstreaming.

ITEM 3 – Finalisation of the draft Recommendation on equality and artificial intelligence – Internal session of CDADI

8. The Chair recalled that this internal session would be followed by a joint session with the Gender Equality Commission (GEC) the next day. Käthlin SANDER (Estonia), Chair of the Committee of Experts on Artificial Intelligence, Equality and Discrimination (GEC/ADI-AI) updated CDADI on the 4th and final meeting of the GEC/ADI-AI which had taken place from 7-9 October 2025. The 4th meeting focused on two main tasks: finalising the draft Recommendation taking into account comments received during the public consultation which had been open from 10 March 2025 to 28 April 2025, and comments received from members, participants and observers of CDADI and GEC; and undertaking a thorough reading of the Explanatory memorandum, in particular in light of the comments received from members, participants and observers of CDADI and GEC over the summer. The Committee had finalised the draft Recommendation on equality and artificial intelligence and its Explanatory memorandum after very detailed discussions. This revised version was shared with CDADI and GEC on 17 October with a deadline of 7 November for any outstanding observations to be received. The Chair of the GEC/ADI-AI recalled that the committee had coordinated closely with EU member States and the EU Commission to ensure that the Recommendation was compatible with the EU AI Act. On the basis of the text agreed at the 4th meeting, [Council Decision](#) (EU) 2025/2350 of 13 November 2025 had been adopted with regard to the Recommendation. Several member States took the floor to welcome the Recommendation and highlight its compatibility with the Council of Europe Framework Convention on Artificial Intelligence and the EU AI Act. One member State indicated that it wished to make a statement in writing and confirmed that it would

liaise with the Secretariat to formulate this. This declaration is attached to the meeting report as appendix IV. There was otherwise broad acceptance of the texts and the Chair concluded that CDADI was ready to approve the draft Recommendation and adopt the explanatory memorandum in the joint session with GEC.

9. Several member States expressed interest in joining the working group which would be tasked with carrying out further follow up work to the draft Recommendation, as set out in the Abridged meeting report, and the Chair invited members, participants and observers of CDADI to provide written guidance with regard to the possible direction of this work by 15 January 2026.

ITEM 4 – Intersectional discrimination

10. The Chair recalled that a working group on preventing and combating intersectional discrimination had been tasked with producing a draft feasibility study on preventing and combating intersectional discrimination, assisted by independent consultant Dr. Shreya ATREY, Associate Professor at the University of Oxford. Käthlin SANDER (Estonia), member of the working group and Gender Equality Rapporteur of CDADI gave an update of the fourth and final working group meeting which had taken place online on 2 October 2025. The working group had considered feedback received from CDADI and GEC at their summer plenary meetings and in writing, and after very rich discussions, the group had found agreement on all outstanding points. The working group was particularly conscious of the need for the Study to provide practical guidance to member States on how to approach intersectionality and intersectional discrimination in national laws, policies and practices.
11. The working group agreed that the Study should provide flexibility to member States as regards the terminology 'intersectional discrimination' and that it should respect the existing frameworks in some member States which already recognise intersectional discrimination as well as multiple discrimination. The measures recommended should be mutually reinforcing with equality and gender mainstreaming strategies. Shreya ATREY presented the main changes in the draft Study since the last CDADI meeting and emphasised the flexible framework of terminology which was designed to accommodate different member State approaches. Several member States took the floor to express their strong support for the Study and its balanced approach to terminology. One member State made a declaration which is included in Appendix V of this meeting report. Following a discussion about the follow up work, CDADI agreed to proceed to drafting a Committee of Ministers Recommendation on this topic noting that this work should be concise and targeted and avoid undue administrative burdens for member States.

ITEM 5 – CDADI working structures for the upcoming biennium 2026-2027

12. The Chair informed CDADI that the Bureau had discussed the working structures for the upcoming biennium 2026-2027. The Bureau proposed establishing working groups for the following topics: intersectional discrimination; deliverables regarding national minorities; deliverables regarding hate speech and hate crime; equality mainstreaming; and Equality and Artificial Intelligence. The Chair recalled that participation in working groups is voluntary for those interested in each specific topic, and that whereas one group is foreseen to meet in person (the group which is drafting a Recommendation), the majority will meet only online. CDADI agreed to establish those working groups and to establish a rapporteur on democracy and equality, and members, participants and observers expressed their interest in participating in the different working groups during the biennium 2026-2027 as set out in the Abridged meeting report.

ITEM 6 – Exchange of views with the Commissioner for Human Rights of the Council of Europe

13. The Chair warmly welcomed Michael O'FLAHERTY, the Council of Europe Commissioner for Human Rights. The Commissioner highlighted his four priority areas: standing up for the people of Ukraine; embedding human rights within the great issues of the day; standing and working with the most marginalised people in Europe, in particular, Roma and Travellers; and supporting human rights civil society, in particular human rights defenders. The Commissioner focused his presentation on the human rights situation of Roma and Travellers and introduced his recently published book, [*The Unheard 12 million*](#), which tells the first-hand stories of Roma and Travellers, primarily women and girls, based on the Commissioner's country visits and personal encounters. The book features images that convey the complex realities of life for Roma and Travellers and concludes with a call to action, including to confront and combat antigypsyism and discrimination against Roma and Travellers at every level, advance their inclusion and help build a life of dignity with decent homes, healthcare, quality and inclusive education, jobs, and safety nets for all. The book is accompanied by a travelling photo exhibition which CDADI members, participants and observers were invited to host in their countries. Several members, participants and observers took the floor to address issues covered by the mandate of CDADI, including underlining the role of Roma and Traveller women and youth; the inclusion of the Roma Holocaust in national curricula; promising practices on promoting and protecting Roma and Travelers rights; the importance of empathy when promoting human rights; the need to ensure non-discrimination and promote equality in artificial intelligence; and a preventive approach on promoting migrant and refugees rights.

ITEM 7 – Regional or Minority Languages – Draft study and Exchange of views

14. Kirsten SITTE, (Austria), Bureau member and member of the working group on deliverables regarding national minorities, updated CDADI on the outcome of the sixth and final meeting of the working group on 5 November 2025. At this meeting, the working group had considered feedback received from members, participants and observers of CDADI on chapters 3 – 5 of the draft Study on certain areas of regional or minority language protection and the identification of good practices in member States and had agreed on the vast majority of the changes made. The Chair of CDADI recalled that at the 11th plenary meeting there had been a discussion on the inclusion of "recommendations" in the draft Study, which do not have the status of a Committee of Ministers Recommendation, but which give practical guidance as to how to implement the conclusions reached in the Study. Similarly, the recommendations in the draft Study were distinct from recommendations made in the context of the monitoring under the European Charter for Regional or Minority Languages and the Framework Convention for the Protection of National Minorities, which were specific to the situation of States parties to the relevant treaty. The Chair recalled the standing practice of CDADI and other intergovernmental committees of the Council of Europe to conclude studies with recommendations, and several member States expressed support for this practice. This and some other points had not been agreed by one delegation in the working group and that delegation abstained when CDADI adopted the Study.

ITEM 8 – Roma and Traveller – in particular approval of the draft Strategy for Roma and Traveller Inclusion (2026-2030), adoption of evaluation of the Strategic Action Plan (2020-2025)

15. The Chair of ADI-ROM, Iulian PARASCHIV, presented the report of the 12th meeting which took place from 14-15 October. The Secretariat presented the draft Final evaluation report on the implementation of the Strategic Action Plan for Roma and Travelers Inclusion (2020-2025). Mabela KAMBERI (North Macedonia), presented the draft Council of Europe Strategy for Roma and Traveller inclusion (2026-2030). Several members states took the floor to praise and support this draft. The Chair of ADI-ROM presented the Thematic Report of the ADI-ROM Group of Experts on "Relations between Roma and the police", based on the ADI-ROM thematic visit to Bucharest,

Romania, from 17-19 June 2025, and Tibor ŠKRABSKÝ (ADI-ROM, the Slovak Republic) presented the preliminary findings following the ADI-ROM group of experts' thematic visit on inclusion of Roma history in school curricula to the Slovak Republic, from 7-8 October 2025. Finally, Rosalita GIORGETTI-MARZORATI (ADI-ROM, Switzerland), presented the current draft of the future Recommendation of the Committee of Ministers on desegregation and inclusion policies and practices in the field of education of Roma and Traveller children, and the Chair of ADI-ROM presented the concept note for a Handbook on democratic governance and representation and participation of Roma and Travelers in public and political life.

ITEM 9 – Hate speech and hate crime deliverables – Implementation review of CM/Rec(2022)16, Conference on 28–29 May 2026 in Limerick, No Hate Speech Week 2026

16. The Chair and the Secretariat informed CDADI that the EEA and Norway Grants were financing five Mission-Driven Initiatives. One of them was entitled “Enhancing multi-stakeholder responses to hate speech and hate crime” and would cover 18 member States. The deliverables would support the implementation of the Committee of Ministers Recommendations CM/Rec(2022)16 on combating hate speech and CM/Rec(2024)4 on combating hate crime. The 18 member States covered by this initiative were invited to an information lunch.
17. Zoya STEPANYAN (Armenia) updated CDADI on the 4th meeting of the working group on hate speech and hate crime which had taken place on 2 October to discuss the way forward regarding work on the implementation of the two Committee of Ministers Recommendations on combating hate speech and hate crime. The working group proposed to review selected aspects of Recommendation CM/Rec(2022)16 on combating hate speech, jointly with the Steering Committee on Media and Information Society (CDMSI) for 2027, namely, addressing hate speech in public discourse; online hate speech; the effectiveness of action of the police, prosecution and courts with regard to the hate element of criminal offences, including hate speech; comparative analysis of national legislation against the provisions of the recommendation; and establishing inter-institutional and multi-stakeholder cooperation. The Chair recalled that the third No Hate Speech Week would be organised at the Council of Europe around 18 June 2026 and that an academic conference, “Challenging Hate: A Human Rights Approach” would be organised by the University of Limerick in association with CDADI on 28-29 May 2026. The Chair encouraged members of CDADI to transmit information regarding the call for papers for this conference among their networks, with a deadline of 9 January 2026.

ITEM 10 – Intercultural inclusion – Self-assessment tool on multilevel governance for intercultural integration and other deliverables

18. Karoline FERNÁNDEZ DE LA HOZ ZEITLER, Chair of the ADI-INT, presented the outcome of the 8th ADI-INT meeting which took place on 14 and 15 October 2025 in Strasbourg. The draft Self-assessment tool on multilevel governance for intercultural inclusion had been revised based on the feedback of CDADI as well as based on the pilot, and would now provide for a flexible and comprehensive approach allowing for its use by different levels of governments, in different institutional and administrative settings, serving both for self-assessment and for improvement purposes as well as a stimulus to initiate an internal process of reflection and stronger collaboration among different governance levels. It would be complemented by a repository of good practices to provide users with references and inspiration.
19. A second deliverable under the ADI-INT Terms of Reference for 2024-2027 was a “Concept and methodology for a new peer learning and benchmarking tool on strategies for inclusion in the fields under the responsibility of CDADI”, to be prepared by the end of 2027, which would cover both peer learning and a benchmarking function. Progress was made towards this deliverable during the 8th

meeting and summarised in the document “Summary of options for a peer-learning and benchmarking tool on inclusion strategies”.

ITEM 11 – Equality mainstreaming

20. The Chair recalled that CDADI had agreed to further develop and pilot elements of equality mainstreaming and to establish a working group that had held its first meeting on 30 October. Clare FARELL (Ireland), member of the working group, updated CDADI on the outcomes of this first meeting, where the working group had discussed the Guide and checklist for implementing equality mainstreaming as a basis for the work of the group with a view to improving it and submitting it for adoption at the 13th CDADI meeting in June 2026.

ITEM 12 – Joint session with GEC – Finalisation of the draft Recommendation on Equality and Artificial Intelligence

21. The Chair of GEC, Sara SLANA (Slovenia) welcomed all members of GEC and CDADI to the joint session of both committees. The Director General of Democracy and Human Dignity, Marja RUOTANEN, opened the session and noted the importance of the draft of the landmark Recommendation on Equality and Artificial Intelligence, which aimed to assist member States to take steps towards avoiding risks of discrimination which can arise from activities within the lifecycle of AI systems, and to harness the positive potential of such systems and promote equality including gender equality. It was recalled that the text of the Recommendation reflected a compromise position reached by the Expert Committee after very intense negotiations and that there had been very lengthy discussions also at the level of the European Union regarding the position to be taken by EU member States. The representative of the EU recalled that all member States of the EU were bound by the EU Council decision which was approved at ministerial level and that all member States were bound by the principle of sincere cooperation. The representative of one member State made a declaration which is included at Appendix IV. One other member State reserved the right to provide a statement at the level of the Committee of Ministers.

ITEM 13 – Equality and the environment

22. The Chair recalled that CDADI had agreed to further explore the topic of the impact of the environmental crisis on persons exposed to discrimination and measures to prevent and alleviate such impact and added that the relevant working group of the Committee of Ministers had pre-approved the preparation of a study on this topic. Monika MAYRHOFER, independent consultant from the University of Innsbruck, presented the structure of the study, highlighting that it will include a central section on evidence of this impact on the groups covered by CDADI, as well as the identification of obstacles and areas of concern, a compilation of promising practices and recommendations in this regard. Several members, participants and observers took the floor to welcome the topic and the study. It was noted that the grounds of gender, age and disability should be mentioned in the study using an intersectional approach.

ITEM 14 – CDADI evaluation

23. 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, gave an overview of the many implementation activities that had been carried out successfully on each of the 5 Recommendations and that it would make in sense in particular to continue working on implementation of standards developed by CDADI and exchanging and joining forces with a wide array of stakeholders and other bodies of the Council of Europe where there are synergies in work. 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 15 – Elections and appointments

24. CDADI elected the Chair, Vice-Chair and three Bureau members, appointed rapporteurs on gender equality, the rights of persons with disabilities, on equality and environment, and on equality and democracy. It furthermore designated the 10 member States and 2 regional authorities which will appoint a member to the ADI-INT and endorsed the list of 8 local authorities participating in the Intercultural Cities Programme that will appoint a member to the ADI-INT. CDADI also appointed members to the five working group on (i) deliverables regarding hate speech and hate crime, (ii) deliverables regarding national minorities, (iii) intersectional discrimination, (iv) equality mainstreaming, and (v) equality and artificial intelligence, as set out in the summary above. The Chair recalled the reimbursement rules for the ADI-ROM and ADI-SOGIESC and clarified that these would be applicable in the coming biennium. As it had proven necessary that the Chair and Vice-Chairs of those committees be present in all committee meetings (including hybrid meetings), CDADI agreed that these members would be reimbursed for each in-person or hybrid meeting.

ITEM 16 – Cooperation with civil society and requests for observer status

25. The Chair recalled that the ADI-ROM at its 12th plenary meeting recommended that CDADI accept the request of Eurochild for observer status. It also recommended not to follow the request of the European Yenish Council as the circumstances since the last assessment of their first application had not changed with regard to their European representativity and outreach. However, the Chair recalled that ADI-ROM had suggested to invite the European Yenish Council to the next Council of Europe Dialogue Meetings with Roma and Travellers organisations.

ITEM 17 – LGBTI persons - Draft strategy and other deliverables

26. The Chair of the ADI-SOGIESC, Yuri DE BOER (Netherlands), updated CDADI on the outcomes of the 4th meeting of the ADI-SOGIESC which had taken place on 28-29 October in Strasbourg and online. It was recalled that the Committee of Ministers Recommendation on [Equal rights for intersex persons](#) had been adopted on 7 October and that the Secretariat was ready to provide technical assistance to member States to assist with implementation. The draft Council of Europe strategy for the equality of rights of LGBTI persons (2027-2032) had been discussed during the 4th ADI-SOGIESC meeting and the Secretariat had revised the text taking account of written comments received from members, participants and observers of the ADI-SOGIESC. CDADI members, participants and observers were asked to provide written comments on this revised version by 15 December 2025. Regarding the thematic review of the implementation of Recommendation CM/Rec(2010)5 on measures to combat discrimination on grounds of sexual orientation or gender identity, the focus for 2025 was on hate speech based on SOGIESC grounds. Malta and Norway were conducting national thematic reviews and a thematic roundtable discussion had taken place during the 4th ADI-SOGIESC meeting to explore difficulties faced by member States in addressing SOGIESC-based hate speech, and to highlight promising practices. For the 2026–2027 thematic review of CM/Rec(2010)5, the ADI-SOGIESC had chosen to explore access to adequate housing and social inclusion. The Study on the risks and impediments to the full access to rights resulting from discrimination and violence on grounds of gender expression was scheduled for completion by 2027. The ADI-SOGIESC had

reviewed the preliminary scope and concept and approved the working methods and composition of the working group.

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

27. A bilingual version of the abridged report was adopted at the end of the meeting. Latvia made a short statement regarding the increasingly complex threats to democracy which member States of the Council of Europe face, including regarding the accelerated spread of disinformation and misinformation, the rise of foreign interference, cyber-attacks, and manipulation. Latvia clarified the reforms to its immigration law and policy which the Constitutional Court had ruled were consistent with the Constitution of Latvia.
28. The outgoing Chair of CDADI thanked members, participants and observers for their valuable work and welcomed the incoming Chair, Vice-Chair and Bureau members.

Appendix I

AGENDA

1. Opening and adoption of the agenda
2. CDADI mandate and work plan
3. Finalisation of the draft Recommendation on equality and artificial intelligence – Internal session of CDADI
4. Intersectional discrimination
5. CDADI working structures for the upcoming biennium 2026-2027
6. Exchange of views with the Commissioner for Human Rights of the Council of Europe
7. Regional or Minority Languages – Draft study and Exchange of views
8. CDADI evaluation
9. Roma and Traveller – in particular approval of the draft Strategy for Roma and Traveller Inclusion (2026-2030), adoption of evaluation of the Strategic Action Plan (2020-2025)
10. Hate speech and hate crime deliverables – Implementation review of CM/Rec(2022)16, Conference on 28-29 May 2026 in Limerick, No Hate Speech Week 2026
11. Information on the work of the Drafting committee on human rights and drug policies (DH-PDA)
12. Intercultural inclusion – Self-assessment tool on multilevel governance for intercultural inclusion and other deliverables
13. Equality mainstreaming
14. Joint session with GEC – Finalisation of the draft Recommendation on Equality and Artificial Intelligence
15. Equality and the environment
16. Elections and appointments
17. LGBTI persons – Draft strategy and other deliverables
18. Adoption of the Abridged Report and any other business

Appendix II

LIST OF PARTICIPANTS / LISTE DES PARTICIPANT·ES

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INTERPRETERS /INTERPRÈTES

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Appendix III

List of upcoming meetings of the CDADI and its substructures

Please also consult the [calendar of events](#) on the CDADI website, which is updated regularly

Month	Date	Location	Event
February	3/02/2026	–	2 nd Working Group on the Integrated Approach to Equality
March	3–4/03	Online (tbc)	3 rd ADI-ROM Working Group on the CM Recommendation on policies and practices for desegregation and inclusion in education of Roma and Traveller children
April	1–2/04	Strasbourg	13 th Committee of Experts on Roma and Traveller Issues (ADI-ROM)
	16–17/04	Paris	1 st Meeting of the Working Group on Intersectional Discrimination
May	6–7/05	Paris (tbc)	11 th Meeting of the CDADI Bureau
	12–13/05	Strasbourg	9 th Committee of Experts on Intercultural Inclusion (ADI-INT)
	19–21/05	Copenhagen	Committee of Experts on Sexual Orientation, Gender Identity and Expression and Sex Characteristics (ADI-SOGIESC) + IDAHOT Forum
June	16–18/06	Strasbourg	13 th CDADI Meeting
	22–23/06	Online (tbc)	6 th ADI-ROM Working Group on the CM Recommendation on policies and practices for desegregation and inclusion in education of Roma and Traveller children
September	8–9/09	Strasbourg (tbc)	5 th ADI-ROM Working Group on the CM Recommendation on policies and practices for desegregation and inclusion in education of Roma and Traveller children
October	14–15/10	Strasbourg	10 th Committee of Experts on Intercultural Inclusion (ADI-INT)
December	1–3/12	Strasbourg	14 th CDADI Meeting

Appendix IV

Statement by Bulgaria on items 3 and 12, Draft Recommendation of the Committee of Ministers of the Council of Europe on equality and artificial intelligence

The Republic of Bulgaria attaches great importance to the promotion and protection of human rights and reaffirms its commitment to ensuring equality and combating discrimination as fundamental values of the European Union and Council of Europe.

In 2018, the Bulgarian Constitutional Court adopted a decision stating that the Council of Europe's Convention on preventing and combating violence against women and domestic violence ('Istanbul Convention') promotes legal concepts related to the notion of 'gender' that are incompatible with the fundamental principles of the Bulgarian Constitution. Moreover, in 2021 the Constitutional Court further clarified that the notion of 'sex' used in the Constitution should, in the context of the national legal order, be understood in its biological sense only (men and women).

Bulgaria recognises the need to examine the impact of artificial intelligence ('AI') systems, their potential to promote equality, including gender equality, and the risks they can pose to non-discrimination in the context of the Union's legal framework.

At the same time, the draft Recommendation of the Committee of Ministers of the Council of Europe on equality and artificial intelligence contains terms that are incompatible with the fundamental principles of the Constitution of the Republic of Bulgaria. In accordance with the abovementioned decisions by the Constitutional Court, the Republic of Bulgaria declares that it cannot accept the use of gender-related terminology within the meaning of the Council of Europe's Convention on preventing and combating violence against women and domestic violence ('Istanbul Convention') or any other document that seeks to distinguish between 'sex' as a biological category (women and men) and 'gender' as a social construct. As a result Bulgaria will interpret the gender-related terminology used in the Recommendation of the Committee of Ministers of the Council of Europe on equality and artificial intelligence within the meaning of the biological understanding of sex (women and men).

Appendix V

Statement by Italy on item 4, CDADI Study on preventing and combating intersectional discrimination

Italy would like to express its appreciation for the comprehensive study conducted by Prof. Atrey on behalf of CDADI.

As underlined in other CDADI exercises, Italy considers that the approach to discrimination through the intersectionality perspective, which involves defining groups and/or communities that are more vulnerable to discrimination, results in the identification of a new, specific form of discrimination from which individuals must be protected.

This implies that the intersectional approach, by focusing on specific and predefined combinations of characteristics, may risk overlooking situations of discrimination that fall outside of those combinations. In practice, this could lead to gaps in protection for individuals whose experiences do not align with the predefined intersections. Given that discriminatory behavior can manifest in countless and evolving ways, it is not possible to establish an exhaustive list of grounds or their intersections. As a result, some individuals may find themselves without adequate protection under an exclusively intersectional framework. This concern reinforces the importance of adopting a cumulative approach, which allows for a more inclusive and flexible legal interpretation of multiple discrimination, ensuring that protection mechanisms remain comprehensive and responsive to real-life experiences of individuals.

Moreover, when addressing discrimination, the priority should always focus not only on identifying its various forms, but especially on how to protect individuals from such discriminatory practices. Protection is a fundamental pillar of any anti-discrimination framework. However, as also underlined by the Study, intersectional discrimination may be difficult to prove and defining clear and consistent legal standards may become more challenging for national legislators and judges, as the overlapping nature of different grounds of discrimination can give rise to new, complex, and less interpretable situations. By contrast, an additive approach, which considers multiple grounds of discrimination as cumulative rather than interdependent, allows protection systems to better capture and respond to the full scope of vulnerabilities. This in turn enables the development of more effective and secure protection mechanisms for individuals who may be exposed to multiple forms of discrimination.

In Italy's view, therefore, a cumulative approach provides the legal clarity, consistency, concreteness and operational feasibility needed to deliver real, enforceable protection, as it strikes the necessary balance between comprehensive recognition and legal effectiveness, which is essential for protecting individuals in complex societies.

In line with the above, Italy adopts a more inclusive approach to discrimination, which is the additive one, within a legal framework that addresses the discriminatory act itself.

The Study rightly illustrates that a number of Council of Europe Member States reflect similar perspectives in their constitutional provisions, legislative frameworks, policies, and case law. Parts I and II offer valuable insights into the meanings, uses, and challenges of applying intersectionality in the context of anti-discrimination efforts. However, Italy observes that the findings presented in these sections do not offer a sufficiently robust or consistent foundation to justify the strong recommendations set out in Part III.

While Italy welcomes certain aspects of the Study - such as the emphasis on the role of equality bodies and the recommendation to strengthen their mandate to address all forms of discrimination - it does not support the overarching approach of the document, that prioritizes an intersectional framework as the principal mechanism for preventing and combating multiple discrimination.