

Evaluation of the steering committee on anti-discrimination, diversity and inclusion: Appendices – Volume II

Appendix 1a. Evaluation matrix..... 2

Appendix 1b. Evidence mapping to the evaluation matrix..... 3

Appendix 2. Methodology..... 14

Appendix 3. Stakeholder mapping..... 18

Appendix 4. Outcome harvesting 19

Appendix 5. Results mapping..... 21

Appendix 6. Survey findings 24

Appendix 7. Observation analysis..... 34

Appendix 8. Interview analysis..... 36

Appendix 9. Case studies analysis..... 39

Appendix 1a. Evaluation matrix

| Evaluation criteria | Evaluation questions | Evaluation sub-questions | Indicators | Data collection instruments | Data sources | Data analysis |
|---------------------|---|---|---|---|--|---|
| Relevance | 1. To what extent does the work of CDADI adapt to and seek to address the most important evolving issues in ADI? | 1.1. Does CDADI focus on the priorities of anti-discrimination, diversity and inclusion (ADI)? | Degree of alignment of CDADI with ADI | Surveys Interviews Document review | Staff Committee members CSOs | Content analysis Qualitative analysis |
| | | 1.2. Is there strategic thinking on the priorities of ADI and is it reactive to change as and when necessary? | Level of satisfaction with the development of thematic areas for ADI and amount of focus on priorities, and gender/HRA perspectives | Surveys Interviews Document review Observation | Staff Committee members CSOs | Content analysis Qualitative analysis |
| Efficiency | 2. To what extent does the work of CDADI make the best use of resources and deliver timely, useful results? | 2.1. How does the CDADI work in the best way possible to maximise outputs (in terms of the demand on resources for CDADI work and what that delivers in a given timeframe)? | Ratio of resources to outputs Quality of outputs including gender and HRA perspectives | Surveys Interviews Document review Observation | Staff Committee members | Quantitative analysis Content analysis |
| | | | Extent of co-ordination between different sub-committees and working groups | Surveys Interviews Document review Observation | Staff Committee members | Quantitative analysis Content analysis |
| Effectiveness | 3. To what extent does the work of CDADI achieve its objectives? | 3.1. What are the direct outcomes of CDADI-related work on ADI in member states and in the Council of Europe? | Range of outcomes in terms of variety | Surveys Interviews Outcome harvesting | Staff Committee members CSOs Beneficiaries | Qualitative analysis Process tracing |
| | | | Quality of outcomes including gender and HRA perspectives | Surveys Interviews Outcome harvesting | Staff Committee members CSOs Beneficiaries | Qualitative analysis Process tracing |
| | | 3.2. What factors make CDADI more or less effective (including in comparison with other structures that engage member states in ADI work, such as Special Representatives, European networks, co-operation programmes)? | Extent of outcomes in terms of reach, including gender and HRA perspectives Number of factors affecting range and extent of CDADI outcomes (in comparison with other models) | Surveys Interviews | Staff Committee members CSOs Beneficiaries | Qualitative analysis Process tracing |
| Impact | 4. What has been the impact of Council of Europe's work on ADI over the last 10 years? | 4.1. What impact has the Council of Europe had in anti-discrimination, diversity and inclusion and how did it contribute to that impact? | Extent of impact of ADI over ten years including gender and HRA perspectives | Surveys Interviews Outcome harvesting | Staff Committee members CSOs Beneficiaries | Qualitative analysis Process tracing |
| | | 4.2. What factors contribute or hinder the impact of Council of Europe's work on ADI? | Number of factors affecting the impact of ADI work, including gender and HRA perspectives | Surveys Interviews Outcome harvesting | Staff Committee members CSOs Beneficiaries | Qualitative analysis Process tracing |
| Coherence | 5. To what extent does the work of CDADI succeed in combining legal and societal approaches both within the Council of Europe and with other organisations? | 5.1. What is the added value of CDADI internally (in comparison with other work on ADI in the Council of Europe)? | Level of alignment of CDADI with Council of Europe overall work on anti-discrimination, diversity and inclusion | Surveys Interviews Document review Observation | Staff Committee members CSOs | Content analysis Qualitative analysis |
| | | 5.2. What is the added value of CDADI externally (in comparison with other organisations' work on ADI)? | Level of satisfaction of CDADI, including gender and HRA perspectives | Surveys Interviews Document review | Staff Committee members CSOs International organisations | Content analysis Qualitative analysis |
| Sustainability | 6. To what extent does CDADI make the work on ADI more sustainable? | 6.1. In what ways and how successfully is a long-term perspective integrated into CDADI work? | Ratio of measures providing a long-term perspective of ADI work | Surveys Interviews Document review Observation | Staff Committee members CSOs Beneficiaries International organisations | Content analysis Qualitative analysis |

Appendix 1b. Evidence mapping to the evaluation matrix

| Criteria | Evaluation question | Sub-evaluation questions | Indicators | Data sources |
|-----------|--|--|---------------------------------------|--|
| Relevance | 1. To what extent does the work of CDADI adapt to and seek to address the most important evolving issues in ADI? | 1.1. Does CDADI focus on the priorities of anti-discrimination, diversity and inclusion (ADI) including from a gender perspective? | Degree of alignment of CDADI with ADI | <p>Results mapping Thematic reviews carried out helped align CDADI activities with ADI priorities e.g. the Roma Women Empowerment Map developed by ADI-ROM, which analysed strategic policy documents of selected member states in a comparative perspective [2021 programme & budget].</p> <p>Surveys Over 75% of respondents overall believe CDADI and its subcommittees' attention is fully and consistently or considerably directed towards social progress.</p> <p>Observations Rapporteur Group on Human Rights (GR-H): strong support for intersectionality – rejecting loosening of term to multiple proposed by one member state. GR-H: strong support for maintaining minorities' work along with rest of mandate of CDADI and sub-committees. GR-H: strong support to upgrade SOGI work to full committee of experts. GR-H: strong conviction that CDADI terms of reference reflect Reykjavik declaration and prioritisation work prior to it in March 2023.</p> <p>Interviews 7 out of 8 stakeholder groups (high frequency) identified good horizon scanning to prioritise and meet ADI needs at two levels of specific groups at risk and universal international law. CDADI prioritisation fills gaps in regulation at European level through specialist work on ADI and tackling taboos among member states. Priorities are very practical and linked to reality on the ground. 3 out of 8 stakeholder groups (medium frequency) described the challenges of the scope of ADI, adding that political pressure distorted priorities and risked duplication to some extent. CDADI is seen to successfully bring the wide-ranging topics of ADI under control. 3 out of 8 stakeholder groups (medium frequency) stated that strong communication was needed to explain prioritisation in such a complex environment, including aspects of compromise and transparency in priorities. Co-ordination and relationship with other stakeholders working on ADI was not always strong or clear externally. 3 out of 8 stakeholder groups (medium frequency) identified changes to the programme of work in response to Covid-19 and war in Ukraine, as well as good consideration of major societal change like AI.</p> |

| | | | | |
|--|--|--|---|--|
| | | 1.2 Is there strategic thinking on the priorities of ADI and is it reactive to change as and when necessary? | Level of satisfaction with the development of thematic areas for ADI and amount of focus on priorities, and gender/HRA perspectives | <p>Surveys</p> <p>Survey 1 external – 83% agreed CDADI is covering the right issues considerably and/or fully and consistently.</p> <p>Survey 1 staff – 78% of staff agreed CDADI is covering the right issues considerably and/or fully and consistently.</p> <p>Survey 2 – 32% thought there were other issues Council of Europe work on ADI should be covering.</p> <p>Survey 1 external – 23% thought there were other issues CDADI should be covering.</p> <p>Survey 1 staff – 35% thought there were other issues CDADI should be covering.</p> <p>Satisfaction with the thematic areas in CDADI's remit was largely high. However, in the open-ended response to this question, two thematic areas stood out across all three surveys: multiple responses from each survey suggested that Council of Europe work on ADI should also focus on 1) disability 2) discrimination on the grounds of religion/islamophobia.</p> <p>Most respondents who felt CDADI should cover other issues did not highlight additional thematic areas, but instead commented on additional approaches CDADI should use: Intersectionality was by far the most common response to this question across surveys.</p> <p>Observations</p> <p>Member state representative stated that not always sunsetting activities that do not have clear added value.</p> <p>Debate on minority youth in 6th CDADI meeting.</p> <p>Focus on discrimination in AI is important and down to CDADI.</p> <p>Member state representative stated that gender equality aspect of AI important.</p> <p>GR-H explanation that prioritisation taken place and ToR for CDADI only based on the high priority items.</p> <p>Interviews</p> <p>3 out of 8 stakeholder groups (medium frequency) identified changes to the programme of work in response to Covid-19 and war in Ukraine, as well as good consideration of major societal change like Artificial Intelligence.</p> |
|--|--|--|---|--|

| Criteria | Evaluation question | Sub-evaluation questions | Indicators | Data sources |
|------------|---|---|--|--|
| Efficiency | 2. To what extent does the work of CDADI make the best use of resources and deliver timely, useful results? | 2.1. How does the CDADI work in the best way possible to maximise outputs (in terms of the demand on resources for CDADI work and what that delivers in a given timeframe)? | <p>Ratio of resources to outputs</p> <p>Quality of outputs including gender and HRA perspectives</p> | <p>Surveys</p> <p>Over 65% of respondents consider CDADI and sub-committees' work to be maximum possible or considerably efficient.</p> <p>External respondents to Survey 1 had a more positive view of the quality of CDADI outputs than Council of Europe staff:</p> <p>Council of Europe Staff - 58% said quality of outputs was high or very high.</p> <p>External – over 81% said quality of outputs was high or very high.</p> <p>When asked how to improve the quality of Council of Europe outputs, multiple open-ended responses stated the outputs are already of the best possible quality. Constructive comments were largely related to useability.</p> <p>Over 70% believe activities to include gender mainstreamed approaches fully or considerably.</p> <p>Over 80% believe activities to include human rights-based approaches fully or considerably.</p> <p>Observations</p> <p>Member state representative stated that so much material cannot absorb – too much product.</p> <p>Member state representative stated that city does not know doing ADI-INT work but monitoring they do is the same thing as the index and could be duplicating existing work with ADI-INT.</p> <p>ADI-INT: Large number of tools that ADI-INT is presenting to CDADI, due to the mandate given to ADI-INT.</p> <p>SOGI recommendation follow up piloting to explore most efficient ways to follow up for all CDADI recommendations.</p> <p>ADI-INT has a limited number of members: MKD (national only) and ITA (local and national), MOL does not have a representative, then FIN (national only), FRA (national only) BEL (national only), SPA (municipalityx2, region, national), POR (national only), SWE (regional only), UK (local and national), NOR (local and national), TUR (local only).</p> <p>Quality was twice emphasised, including minority youth views in draft recommendation and extensive consultation enhancing participation.</p> <p>Youth language for greater inclusion and involvement of youth.</p> <p>Language terminology adapted to empower rather than use minority youth.</p> <p>Youth representative praised extensive youth consultation – most of any dept outside youth dept in Council of Europe.</p> |

| | | | | |
|--|--|--|--|--|
| | | | | <p>The gender equality rapporteur was pleased not gender blind and gender perspective there because of their comments being listened to.</p> <p>Member state representative pointed out minority youth so important because minority reps not youth on average. It is more inclusive and empowering with recommendation. It is about policy and policy is entirely based on human rights, hence human rights-based approach exists in all work.</p> <p>The gender equality rapporteur was pleased migrant women and girls integrated in ICC work considering it very necessary.</p> <p>PACE commented there is more on HRA in hate crime and added section on intersectionality. According to the definition it is important to have the terms gender identity and gender expression.</p> <p>There was multiple member state support in CDADI for the draft recommendation on hate crime.</p> <p>A member state representative requested emphasis on intersectionality for ADI-ROM work on Roma women and girls.</p> <p>A member state representative intervened in nearly every item with good focus on gender mainstreaming repeatedly reminded.</p> <p>Interviews</p> <p>4 out of 8 stakeholder groups (medium frequency) observed the considerable amount of work carried out by CDADI. The extent of which sometimes is overwhelming for member states, calling for more focus and targeting, with more supported connection between government and expertise in the work. Better focus could come from identifying how member states take on board ADI work and subsequent recommendations. There were not enough resources or competencies across teams to manage secretariats at the outset of CDADI, including facing Covid-19 but now the steering committee and substructures are achieving good efficiencies. Considerable resources and time are needed for English and French contributing to minor inefficiencies identified.</p> <p>5 out of 8 stakeholder groups (high frequency) observed that HRA and intersectionality are embedded in CDADI thinking and strategy, in some instances needing boosting because of some gaps like persons with disabilities. This may appear more time-consuming, but it has benefits in learning through cross-fertilisation and in efficiency through synthesising different recommendations in national plans. Multi-level and HRA is needed to make ADI influential emphasising the connection to reality on the ground. It is very positive that CDADI has ADI-INT to integrate the local level and give it a platform.</p> |
|--|--|--|--|--|

| | | | |
|--|--|--|---|
| | | | <p>Quality of co-ordination between different sub-committees and working groups</p> <p>Surveys When asked how to improve efficiency, Survey 1 respondents routinely highlighted the need for improved co-ordination (e.g. better dialogue between committees, increased involvement of the congress).</p> <p>Observations A member state representative involved in CDADI so viewing minorities even though concept not constitutional. A member state representative attentive to work and exchanges on national minorities even though not recognising minorities. From LGTBI unit but contact other authorities for hate crime info for instance. GEC adopted AI work and now CDADI must – important to complement. SOGI expert stated that many reports available on hate crime, though perhaps less so dealing with LGBT hate crime. A member state representative has good presence on each committee so can get their information through a national network that share information and provide basis in CDADI for the single representative's contributions.</p> <p>Interviews 5 out of 8 stakeholder groups (high frequency) assessed cross-cutting co-operation in CDADI's work very highly. A great deal of effort is exerted to work together, in a flat and inclusive structure. This results in a package of ADI work that is transversal and multidisciplinary. In this it is important to delineate the CDADI role and how it contributes to wider goals of the sub-programme and Council of Europe's overall collective work on ADI. Intergovernmental work provides political leverage of CM and develops standards, which is widely appreciated by everyone as an advantage. Downsides observed were that is not always clear and understandable, and there can be too little expertise among member state representatives.</p> |
|--|--|--|---|

| Criteria | Evaluation question | Sub-evaluation questions | Indicators | Data sources |
|---------------|--|---|---|---|
| Effectiveness | 3. To what extent does the work of CDADI lead to member states changing their policies, legislation and practices to prevent and combat discrimination on all grounds? | 3.1. How does CDADI-related work on ADI contribute to member states changing their policies, legislation and practices to prevent and combat discrimination on all ground and what are the unintended effects of that work? | <p>Range of outcomes in terms of variety</p> <p>Quality of outcomes including gender and HRA perspectives</p> | <p>Surveys</p> <p>Over 55% of respondents consider CDADI outputs to be extremely or very useful.</p> <p>Over 50% of respondents consider CDADI outputs to promote gender mainstreaming in their work fully or considerably.</p> <p>Over 65% of respondents consider CDADI outputs to promote human rights-based approaches in their work fully or considerably.</p> <p>Interviews</p> <p>2 out of 8 stakeholder groups (medium frequency) observed concrete outcomes already: the hate speech recommendation is already having effect partly through very good timing because of conflicts at the present time. Recommendations and good practice are being used in national plans against racism, antisemitism and discrimination, discrimination against LGBT, and Roma and Travellers. There are bigger effects at national level than there were before.</p> <p>7 out of 8 stakeholder groups (high frequency) praised CDADI work for eliciting member states' responses (sometimes backlash – SOGI), raising awareness and forcing member states to better co-ordinate domestically. It was observed that it is challenging to combine government and specialist expertise in ADI. There are unacknowledged outcomes: putting ADI on the agenda, diplomatically smoothing the way for progress, acceptance and consensus. Attention focused on an intersectional approach is very important and done very well. Participatory processes and inclusion are very good in consultation on CDADI outputs to be sufficiently progressive in ADI work. Finally good exchange of practices and peer to peer influence encourage legislative changes in member states.</p> <p>Italy case study</p> <ol style="list-style-type: none"> 1. CDADI-related work on ADI has contributed to progress on policies and practices to prevent and combat discrimination through multiple channels. 2. CDADI related work provides a portfolio of expert-led standards for legislators and practitioners to draw upon. 3. CDADI standards can also be useful for co-operation work. <p>Moldova case study</p> <ol style="list-style-type: none"> 1. The anti-discrimination legal framework has improved overall according to the civil society focus group. The Equality Council (CPPEDAE) and others advocated for amendments on hate crime legislation made in the criminal code according to the national authorities focus group. Laws on human rights institutions, equality bodies and on anti-discrimination have been brought more into line with European standards through adoption and amendments over the last ten years. 2. Investigation methodology and recording of hate crimes strengthened. |

| | | | | |
|--|--|---|--|---|
| | | | | <p>3. Sanctioning of hate speech and disinformation in audio-visual channels.</p> <p>4. Advisory board on integration and protection of vulnerable people.</p> <p>5. national action plan on human rights with monitoring.</p> <p>6. LGBTI rights in the army, and public administration training on LGBTI by LGBTI NGO.</p> <p>7. Parliamentary support for Pride.</p> <p>8. Training to all institutions majorly concerned about hate speech - justice, law enforcement, media.</p> |
| | | | Extent of outcomes in terms of reach, including gender and HRA perspectives | <p>Results mapping</p> <p>Translation of the model framework for a national intercultural integration strategy into Polish, Romanian and Slovak [P&B 2022].</p> <p>Surveys</p> <p>34% of indirect contacts of CDADI consider themselves to be extremely or very familiar with CDADI's work.</p> <p>Over 50% of indirect contacts of CDADI work with CDADI products.</p> <p>Over 60% of indirect contacts consider the Council of Europe's ADI work to be extremely or very influential.</p> <p>Interviews</p> <p>5 out of 8 stakeholder groups (high frequency) identified the practical approach to help member states respond as particular added value and influence of CDADI. It asks a lot of member states and delegations encouraging the creation of inter-ministerial task forces in a number of member states. There is more awareness domestically among different actors now. Conversely, different ministries can react differently and cause obstacles or resistance to ADI. CDADI work influences member states leading to the implementation of things they never would have done otherwise such as Roma and Travellers' strategy.</p> |
| | | 3.2. What factors make CDADI more or less effective (including in comparison with other structures that engage member states in ADI work, such as Special Representatives, European networks, co-operation programmes)? | Nature of factors affecting range and extent of CDADI outcomes (in comparison with other models) | <p>4 out of 8 stakeholder groups (medium frequency) observed varying opportunities and obstacles. It is hard to link intergovernmental to impact and higher-level objectives. Follow up / "monitoring" is challenging as burden on member states and not responsive. On the ground it is very good to connect locally and hold plenaries in member states and good grasp of reality on the ground. Communication is very challenging and getting clear picture is hard or not enough promoting of outputs or organising to enable access for member states and more responsibilities needed of member states. There is often a political challenge to involvement.</p> |

| Criteria | Evaluation question | Sub-evaluation questions | Indicators | Data sources |
|----------|--|--|---|--|
| Impact | 4. What contribution has Council of Europe's work on ADI over the last ten years made to inclusive societies without discrimination? | 4.1. What change has there been in connection to Council of Europe work on anti-discrimination, diversity and inclusion and how did the Council of Europe contribute, including from a gender perspective? | Extent of inclusive societies without discrimination over ten years including gender and HRA perspectives | <p>Italy case study</p> <ol style="list-style-type: none"> 1. Capacity building through guidelines and training (including gender perspective). 2. Creating space for intergovernmental dialogue. <p>Moldova case study</p> <ol style="list-style-type: none"> 1. There is potentially less proliferation of hate speech in media, although instances of hate speech rising in other public channels and hate speech in social media has been less well contained. 2. Over the last decade there has noticeably been more overall attention to inclusion in particular to ethnic and national minorities and LGBTI persons. 3. There is greater representation of Roma at different levels of decision-making, although the overall situation of Roma has deteriorated over the recent years (economic crises and Covid-19 likely.) 4. ECRI observed greater numbers of Roma and Travellers integrated in schools, especially primary schools and gradual increases in numbers of Roma and Travellers registered in employment programmes, among the real gains of constructive dialogue between the community and local authorities through the support of Roma mediators. National objectives set in terms of health and housing that ECRI had previously observed were not mentioned in subsequent reports, suggesting these objectives were not met. |
| | | 4.2. What are the success factors in the impact of Council of Europe's work on ADI, particularly from gender and HRA perspectives? | Nature of factors affecting the impact of ADI work, including gender and HRA perspectives. | <p>Results mapping</p> <p>Several activities to promote the implementation of CM/Recommendation(2020)2 on the inclusion of history of Roma and/or Travellers in school curricula and teaching materials e.g. via the INSCHOOL2 programme.</p> <p>Interviews</p> <p>Member state extensive work on national minorities since FCNM ratification - good European practice and benefit of intercultural dialogue.</p> |

| Criteria | Evaluation question | Sub-evaluation questions | Indicators | Data sources |
|-----------|---|---|---|--|
| Coherence | 5. To what extent does the work of CDADI succeed in combining legal and societal approaches both within the Council of Europe and with other organisations? | 5.1. What is the added value of CDADI internally (in comparison with other work on ADI in the Council of Europe)? | Level of alignment of CDADI with Council of Europe overall work on anti-discrimination, diversity and inclusion | <p>Observations</p> <p>An observer believes the recommendation on minority youth very relevant for work on minority rights and will be monitored and used for dialogue on convention and drafting opinions in the field.</p> <p>It is appreciated that CDADI is more inclusive because non-FCNM states included.</p> <p>A member state representative stated that the Council of Europe can draw on CDADI expertise and on FCNM together</p> <p>AI work is both Council of Europe CAI-related and EU – interlinked and working that way. Must align AI work to convention work on AI inserting the discrimination risk into legal work.</p> <p>ADI-INT emphasis on chair of current affairs committee of CLRA attending.</p> <p>PACE encourage cities to be ICC as adopted the multi-gov recommendation.</p> <p>Pompidou group presented to CDADI – to explain latest thinking on substance abuse – for ADI-ROM study.</p> <p>ECRI work on data collection incorporated into ROM women and girls study work.</p> <p>A member state representative: strong focus on avoiding duplication and reducing scope of CDADI because of FCNM and ECRI GPRs – not accepted by GRH – defending the intergovernmental approach principle CDADI proposes.</p> <p>Interviews</p> <p>6 out of 8 stakeholder groups (medium frequency) observed the innovative, collaborative model of CDADI, considered to be exceptional, yet much needed for support to other Council of Europe work. Model for other intergovernmental work of Council of Europe. Links to the bigger Council of Europe effort is crucial: ECHR, monitoring bodies' work and projects need linking together. Human rights-based approach and intersectional aspects deliver this message. Though this is not communicated enough. There are challenges to work together and move in synch.</p> |
| | | 5.2. What is the added value of CDADI externally (in comparison with other organisations' work on ADI)? | Level of satisfaction of CDADI, including gender and HRA perspectives. | <p>Results mapping</p> <p>Reference to GT-ADI-INT October 2020 policy study (https://rm.Council of Europe.int/policy-study-identifying-and-preventing-systemic-discrimination-at-the/1680a00ef4) in EU FRA report Being Black in Europe 2023.</p> <p>Observations</p> <p>EU with AI Act complementary to CDADI work on AI.</p> |

| | | | | |
|--|--|--|--|--|
| | | | | <p>Multi-agency work on Roma culture – OSF, German Foreign Office, Council of Europe and Roma NGO.</p> <p>Interviews</p> <p>7 out of 8 stakeholder groups (high frequency) identified that intergovernmental is CDADI's exceptional contribution to the collective international effort. CDADI is in a strong place with added value of dynamism of 46 member states through Council of Europe model. The umbrella and synthesis role brings many strands and multiple actors together under one ADI framework. Gaps are being addressed by CDADI. The collective effort of international players is essential.</p> |
|--|--|--|--|--|

| Criteria | Evaluation question | Sub-evaluation questions | Indicators | Data sources |
|------------------------------|---|---|---|---|
| (Pathways to) Sustainability | 6. To what extent does CDADI make the work on ADI more sustainable? | 6.1. In what ways and how successfully is a long-term perspective integrated into CDADI work? | Ratio of measures providing a long-term perspective of ADI work | <p>Results mapping Standards being produced that will be the basis for future standards. Practical tools allow for interpretation and intended to be adapted to country and time contexts.</p> <p>Surveys Over 60% of respondents consider a long-term perspective to be fully or considerably integrated into the work of CDADI. Over 50% of respondents believe CDADI to fully or considerably ensure benefits to rights-holders are sustained over time.</p> <p>Observations A member state representative stated concern that right priorities from member state – commitment shown. Encouragement is needed to adapt materials to country, regional and local contexts. A member state representative stated that structural changes to recommendation to ensure user-friendly and accessible to youth (better take up) A member state representative encouraged all member states to take note of minority youth recommendation, as a sign of expanding influence so it sets root. A member state representative stated that states wish to ratify and address common challenge to many member states. Two different member state representatives stated that multiple member states express support for sustaining AI and discrimination focus and gender equality. ERIAC – strong network and collaboration across NGO, member state government, INGO and Council of Europe – sustaining the work and reaching many. Adapting GT-ADI-SOGI work on recommendation follow-up – experimenting with better ways to pilot new approach for all CDADI recommendations.</p> <p>Interviews 7 out of 8 stakeholder groups (medium frequency) observed that a long timeframe is needed for this work, through gradual change. Standards have a long shelf-life. Changes take time and need long-term commitment. Sustainability could be increased with more attention to national level implementation and follow up of this implementation.</p> |

Appendix 2. Methodology

Desk Review

To obtain an in-depth understanding of the CDADI work, a total of 102 documents were reviewed. Documents reviewed and systematically coded included:

- Programme and Budget documents, including progress review reports.
- Council of Europe standards (conventions, protocols, CM Recommendations, guidelines, etc).
- Data from monitoring and evaluation reports of projects and programmes and monitoring bodies falling within the evaluation, including the 2021 DIO evaluation of intergovernmental committees.
- Relevant statutory documents, committee ToR, and other documents related to the mandates of the structures covered by the evaluation.
- Documents prepared by the structures (strategies, studies, observation reports, thematic reports, follow-up reports, questionnaires, etc.).
- Documents related to relevant co-operation projects.

A document review framework was developed to capture outputs, outcomes, impacts, and pathways to sustainability in the seven thematic areas under CDADI's remit. Both qualitative and quantitative data was extracted from data sources, and data was disaggregated by gender, where possible.

The initial document review identified geographic and thematic data clusters and informed case study and interviewee selection. A secondary document review was then completed, as priority areas were further identified through additional data collection methods. This included the review and analysis of data collected by the sub-programme for the planning, assessment/conduct of its activities.

Stakeholder Mapping

To access the full range of meaningful stakeholders in ADI work under the remit of CDADI, a stakeholder mapping (see Appendix 3) was conducted to identify key stakeholders, including member state representatives at national and local level, civil society organisation (CSO) representatives, and academics. A snowballing approach was adopted to identify secondary stakeholders representing target groups and beneficiaries in contact with CDADI in the second and third concentric circles beyond the Steering Committee. Once this list of stakeholders has been fully developed, the review team used purposeful sampling to achieve sufficient breadth and depth of stakeholder participation. Categories of stakeholder mapping include Council of Europe staff, external partners, representatives of member states, and CSOs.

Surveys

To determine the effects of CDADI work, the evaluation team conducted three anonymous surveys of first, second, and third circle stakeholders (see Appendix 6).



Figure 1: CDADI key stakeholders – concentric circles

As beneficiaries in second and third concentric circles have varying understandings and perceptions of the activities under CDADI's remit, survey questions were tailored to stakeholder groups to gather sufficient evidence of CDADI's impact in key thematic areas. See Appendix 6 for the survey findings. The survey design was informed by the evaluation matrix.

To determine the effects of CDADI work, the surveys consisted of both closed-ended (Yes, No, N/A or questions answered on a Likert scale) and open-ended questions, allowing additional space for free text. Respondents were able to access the survey in English and French.

The surveys allowed for the generation of new primary data, both qualitative and quantitative, which has been used for the triangulation of evaluation findings. Where appropriate, survey data is presented in the findings section of this report.

| | Female | Male | Prefer not to say | Prefer to self-describe | Total |
|---|--------|------|-------------------|-------------------------|------------|
| Staff and organisational contact points of CDADI and the sub-committees | 50 | 24 | 2 | 1 | 77 |
| National contact points of CDADI and the sub-committees | 87 | 60 | 5 | 2 | 154 |
| National contacts of CDADI (and the sub-committees) members | 48 | 15 | 1 | 2 | 66 |

| | Invited | Responded | Response rate |
|---|---------|-----------|---------------|
| Staff and organisational contact points of CDADI and the sub-committees | 151 | 77 | 51% |
| National contact points of CDADI and the sub-committees | 611 | 154 | 25% |
| National contacts of CDADI (and the sub-committees) members | 226 | 66 | 29% |

Interviews

A series of semi-structured interviews were conducted with:

- 18 Council of Europe Staff including 8 ADI staff
- 14 CDADI and sub-committee contact points
- 3 GRH permanent representations
- 3 International organisations working on ADI
- 3 Donors
- 9 CDADI and sub-committee secondary contacts
- 5 civil society, academics and experts on ADI

See Appendix 8 for the analysis of the interviews conducted.

Case Studies

The evaluation makes use of three case studies to identify and analyse the lessons learned and good practices from the implementation of the Council of Europe's interventions in ADI. Through outcome harvesting (95 total participants across three countries), the case studies provide an effectiveness and impact assessment. Gender and human rights approach dimensions were integrated in the outcome harvesting of focus group discussions, to visualise the effects of CDADI activities on different groups of right-holders.

Applying the case study selection criteria; Republic of Moldova, North Macedonia, and Italy were selected as the three case studies for this evaluation. The selected countries are presentative of the three key groups: accession countries (North Macedonia), non-accession countries (Republic of Moldova), and EU countries (Italy).

A combination of on-site and on-line research methods were applied in the conduct of the case studies. Two field visits to the Republic of Moldova and North Macedonia were completed in September and October 2023. The Italy case study was conducted remotely in October. Appendix 9 presents the case study analysis.

| | National authorities | Civil society and academics | Parliamentarians | Local and regional authorities | Donors | Experts |
|---------------------|----------------------|-----------------------------|------------------|--------------------------------|----------|----------|
| Italy | 1 | 5 | 3 | 3 | 0 | 0 |
| North Macedonia | 9 | 12 | 6 | 1 | 0 | 0 |
| Republic of Moldova | 13 | 4 | 6 | 9 | 1 | 1 |
| Total | 23 | 32 | 15 | 13 | 1 | 1 |

Appendix 4 provides a disaggregation of participants by gender and entity.

Observations

Observations were held of four separate CDADI meetings and a meeting of the rapporteurs nominated by member states to officially follow Human Rights matters in the GR-H as detailed in Appendix 7.

Observation of CDADI's seventh meeting 27-29 June 2023

Observation of GR-H meeting on intergovernmental committees' terms of reference 2024-2027 on 7 September 2023

Observation of ADI-INT's fourth meeting on 17-18 October 2023

Observation ADI-ROM's eighth meeting on 17-18 October 2023

Observation of GT-ADI-SOGI's fourth meeting on 14 November 2023

Data Analysis

Data from across all evidence streams were analysed according to each evaluation criterion and the evaluation questions according to the evaluation matrix shown in Appendix 1a. Evaluation findings are based on data triangulation across these qualitative and quantitative sources. Appendix 1b presents the data analysis across the evaluation criteria. The full evidence set is presented in Appendices 3-9. Findings were then triangulated and organised into 4 thematic groupings, which is the structure used to present the findings and subsequently the recommendations. i) Strategic focus and adjustment, ii) Working processes enabling member state engagement, iii) Communication on strategy and enhancing outcomes and iv) The effectiveness and impact of ADI work overall.

Appendix 3. Stakeholder mapping

The stakeholder mapping of direct contacts in CDADI and sub-committees provided a list of 628 individuals according to the following breakdown:

| Government | Non-government | Council of Europe | Experts |
|------------|----------------|-------------------|---------|
| 397 | 87 | 121 | 23 |

Government stakeholders can be grouped according to committee representative, observer or national actor status:

| Committee members | Observers | National participants | Other Council of Europe committee members |
|-------------------|-----------|-----------------------|---|
| 335 | 11 | 23 | 28 |

Non-government stakeholders are international organisation or CSO:

| International Organisations | CSOs |
|-----------------------------|------|
| 49 | 38 |

Council of Europe stakeholders are in the anti-discrimination department or other related areas:

| Council of Europe staff | ADI staff |
|-------------------------|-----------|
| 74 | 47 |

Appendix 4. Outcome harvesting

Italy case study participants

| | Male | Female | Total |
|---|----------|----------|-----------|
| National authorities | 1 | 0 | 1 |
| Civil society organisations and academics | 3 | 2 | 5 |
| Parliamentarians | 1 | 2 | 3 |
| Local and regional authorities | 3 | 0 | 3 |
| Total | 8 | 4 | 12 |

Additional interviews were also conducted for the Italy case study to supplement the focus group discussions.

North Macedonia case study participants

| | Male | Female | Total |
|---|----------|-----------|-----------|
| National authorities | 4 | 5 | 9 |
| Civil society organisations and academics | 3 | 9 | 12 |
| Parliamentarians | 1 | 5 | 6 |
| Local authorities | 0 | 1 | 1 |
| Total | 8 | 20 | 28 |

Republic of Moldova case study participants

Focus groups:

| | Male | Female | Total |
|--------------------------------|-----------|-----------|-----------|
| National authorities | 4 | 9 | 13 |
| Civil society | 0 | 4 | 4 |
| Parliamentarians | 10 | 12 | 22 |
| Local and regional authorities | 3 | 6 | 9 |
| Donors | 0 | 1 | 1 |
| Experts | 0 | 1 | 1 |
| Total | 17 | 33 | 50 |

Additional interviews conducted for the Moldova case study, to supplement the focus group discussions:

| | Total |
|--------------------------------|----------|
| National authorities | 2 |
| Local and regional authorities | 1 |
| Donors | 1 |
| Experts | 1 |
| Total | 5 |

Appendix 5. Results mapping

Methodology

The evaluation team conducted a document review of documents related to relevant co-operation projects, including project descriptions, progress reports, evaluation reports and other project related documents to map results across the ADI programme. Results mapping was conducted in four phases:

1. **Initial pilot study of SOGI programmes.** A document review framework was developed to capture outputs, outcomes, impacts, and pathways to sustainability in the seven thematic areas under ADI's remit. Using purposeful sampling, the evaluation team piloted the document review framework in one thematic area (SOGI) by reviewing co-operation project documents and mapping results across SOGI related programmes.
2. **Random sampling of co-operation programme documents** The sampling strategy was then used throughout the inception phase to gather sufficient representation from a range of programmes implemented under ADI. Using random sampling, this initial document review identified geographic and thematic data clusters and informed case study and interviewee selection.
3. **Case study programme documents** Following the selection of three case study countries, the review team analysed project documents of programmes operating in Italy, North Macedonia, and the Republic of Moldova using the document review framework. This phased was used to inform triangulate FDG findings and further develop the evidence base of the evaluations findings, particularly findings relating to impact and effectiveness.
4. **Purposeful sampling of co-operation programme documents** To assess CDADI's coherence with the broader ADI programme and its strategic approach to sustainability, the evaluation team conducted a series of 'deep dive' reviews of selected co-operation projects. The criteria for inclusion in the deep dive study was as follows:
 - a. Availability of annual or final reports (i.e. excluding recently started projects and projects missing from the PMM tool)
 - b. Thematic area (i.e ensuring a balance among the ADI thematic areas under CDADI's remit)
 - c. Project generation (i.e. reviewing the latest phase of projects with multiple funding cycles)

Analysis

Multilateral = 8

Regional = 2

Country specific = 6

Projects selected for results mapping phase four (16 total)

| Project number | Project Title | Delivery timeframe | Thematic area |
|----------------|--|--------------------|--|
| 2537 | Combating Anti-Gypsyism and promoting gender equality | 2020 - 2025 | Roma and Travellers, hate speech |
| 2836 | Support access to inclusive quality education and training for Roma | 2020 - 2025 | Roma and Travellers |
| 2837 | Democratic participation | 2020 - 2025 | Roma and Travellers |
| 3037 | ICC III | 2022 - 2025 | Intercultural Integration |
| 2698 | European SOGI Governmental Expert Network (ESOGIGEN) | 2020 - 2024 | SOGI |
| 2851 | Promoting human rights and equality for LGBTI persons III | 2021 - 2023 | SOGI |
| 3176 | Promoting the effective protection of equality and non-discrimination in Georgia | 2022 - 2023 | National minorities, hate crime, hate speech, SOGI |
| 2354 | PGG II: 17. Strengthening the access to justice through non-judicial redress mechanisms for victims of discrimination, hate crime and hate speech in Eastern Partnership countries | 2019 - 2023 | Hate crime, hate speech, national minorities, SOGI |
| 2378 | HFII: HF 45 - Promotion of diversity and equality in Western Balkans | 2019 -2022 | Hate crime, hate speech, SOGI |
| 2868 | Strengthening the protection of national minorities, including Roma, and minority languages in Ukraine – Phase II | 2021 - 2022 | National Minorities |
| 1817 | Fight against discrimination, hate crimes and hate speech in Georgia | 2018 - 2022 | Hate crime, hate speech |
| 2383 | Roma Women's Access to Justice - JUSTROM 3 | 2019 - 2022 | Roma and Travellers |

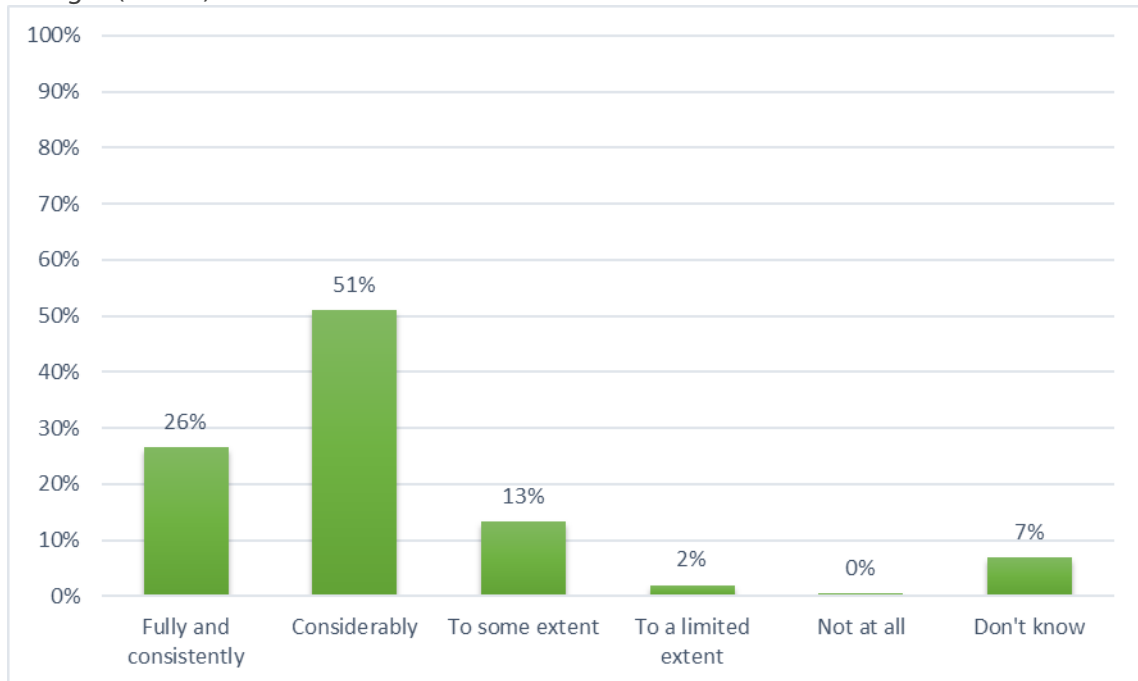
| | | | |
|------|---|-------------|---------------------------|
| 2595 | Promoting diversity and equality | 2020 - 2021 | SOGI |
| 2442 | Inclusive Schools: Making a difference for Roma children 2 (INSCHOOL 2) | 2019 - 2021 | Roma and Travellers |
| 2229 | ROMACT 7 - Building capacity at local level for the integration of Roma | 2019 - 2021 | Roma and Travellers |
| 234 | Implementation of transversal action on building inclusive societies | 2016 - 2019 | Intercultural Integration |

Appendix 6. Survey findings

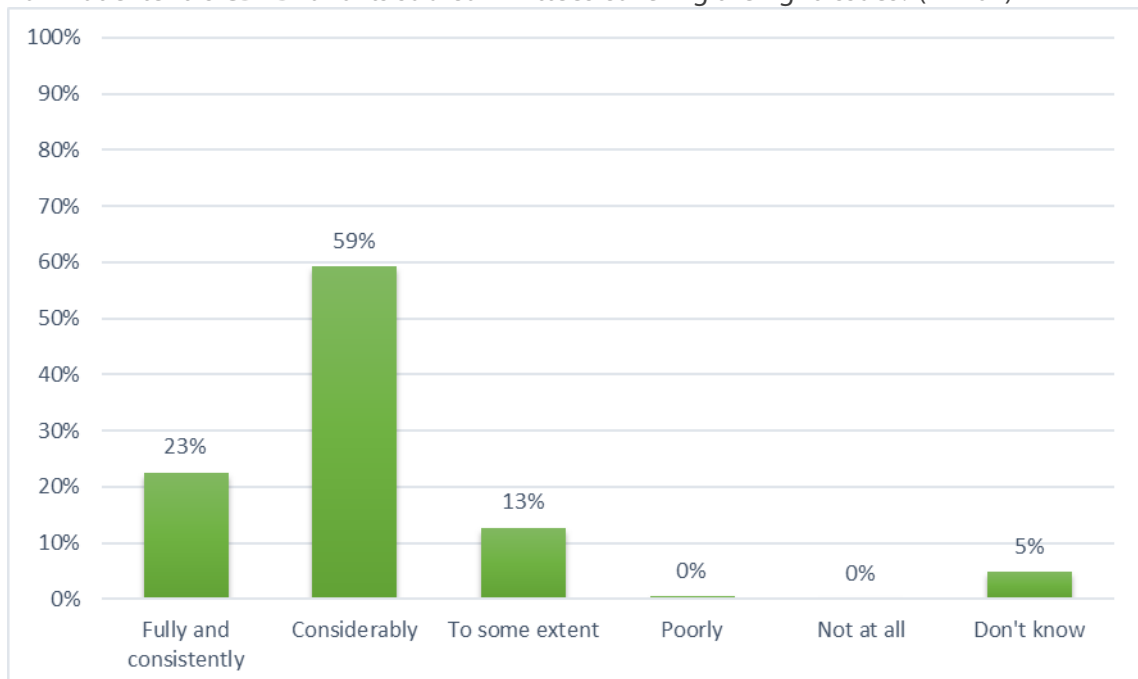
Consolidated survey results of staff and Organisational contact points of CDADI and the sub-committees

Priorities and objectives of CDADI and its sub-committees directed towards societal change

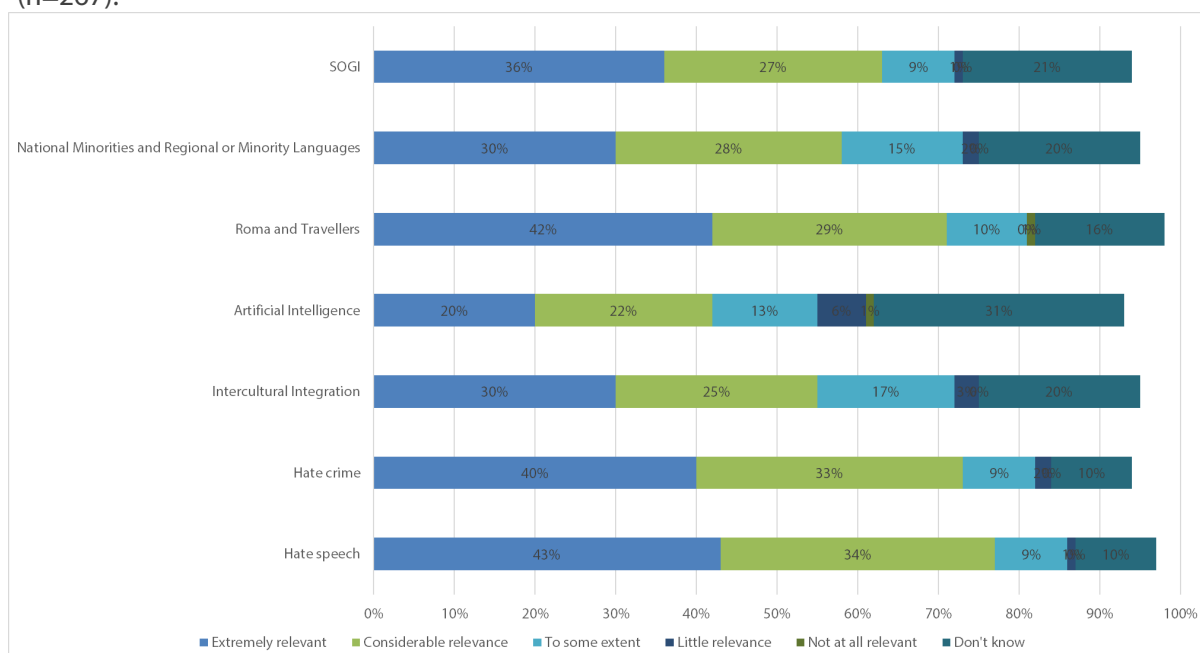
1. To what extent is the attention of CDADI and its sub-committees directed towards societal change? (n=204)



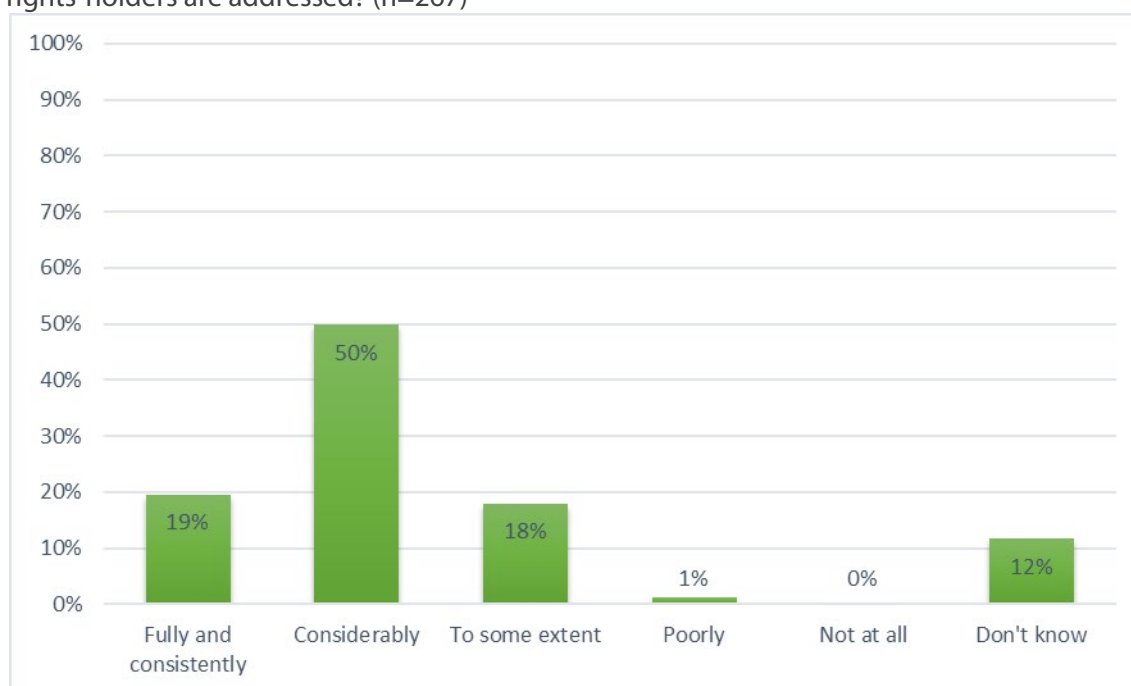
2. To what extent is CDADI and its sub-committees covering the right issues? (n=204)



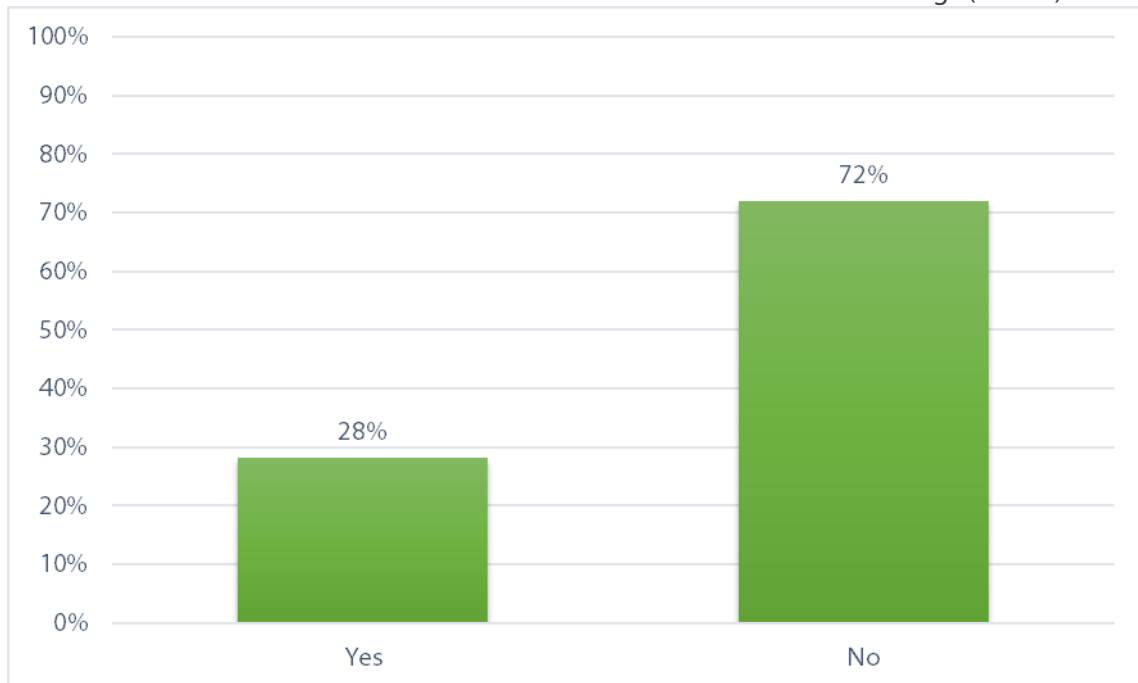
3. Please score the relevance of the work of CDADI and its sub-committees in these areas (n=267):



4. To what extent do the activities of CDADI and its sub-committees ensure the diverse needs of rights-holders are addressed? (n=267)

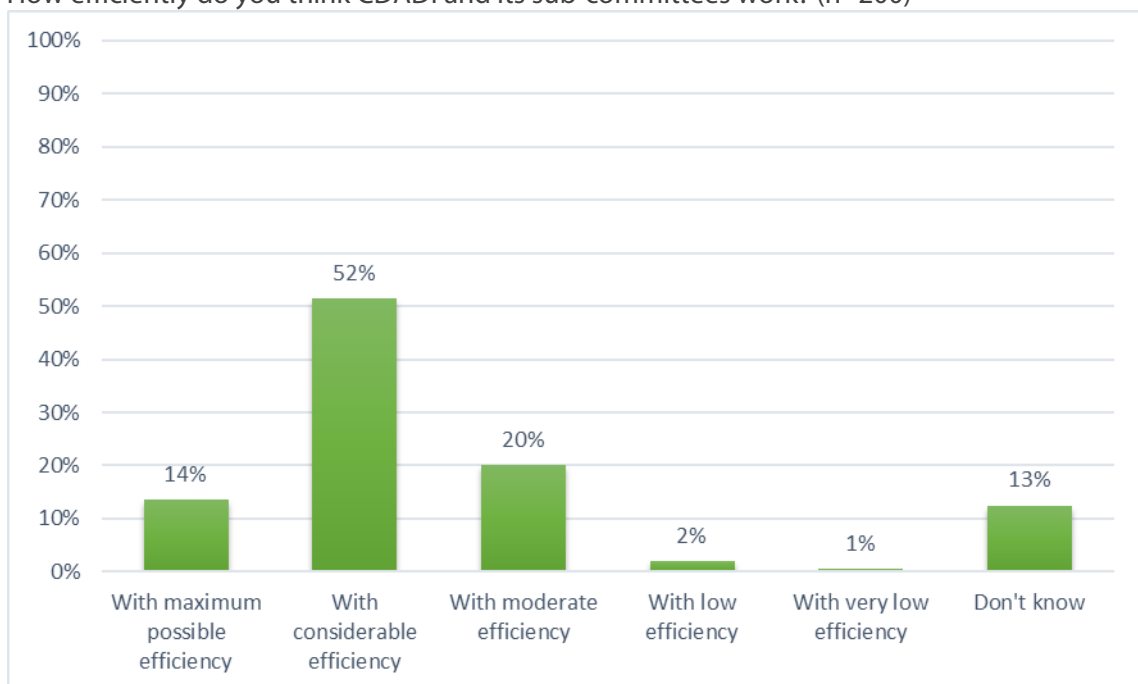


5. Are there other issues that CDADI and its sub-committees should be covering? (n=267)

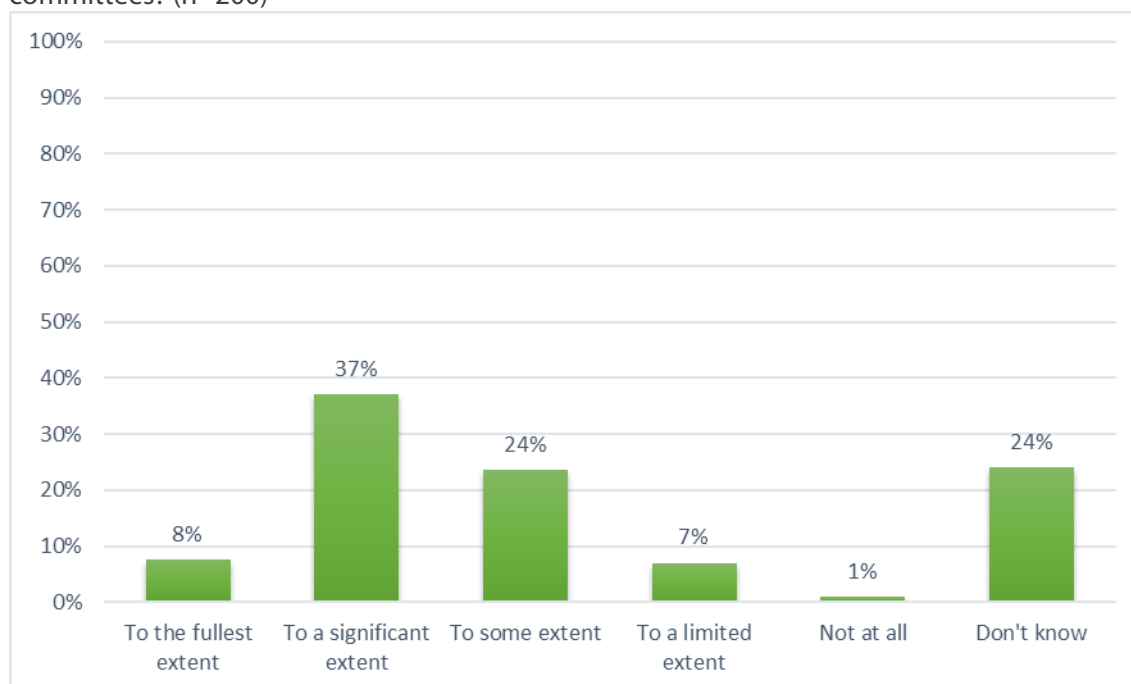


Use of resources

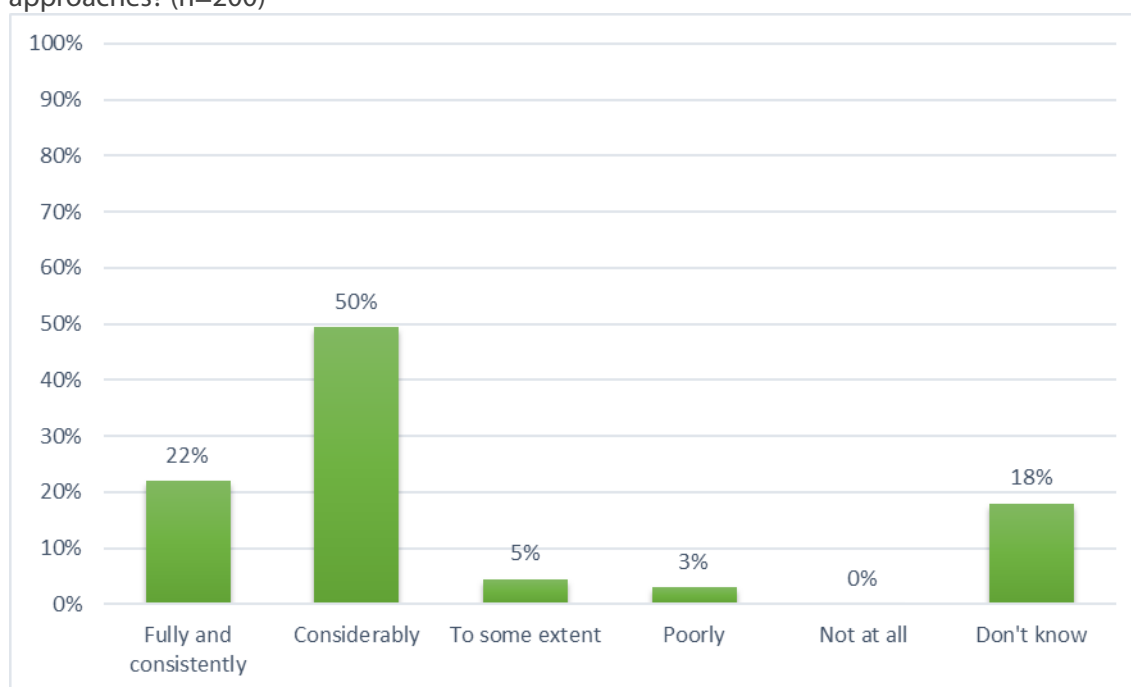
6. How efficiently do you think CDADI and its sub-committees work? (n=200)



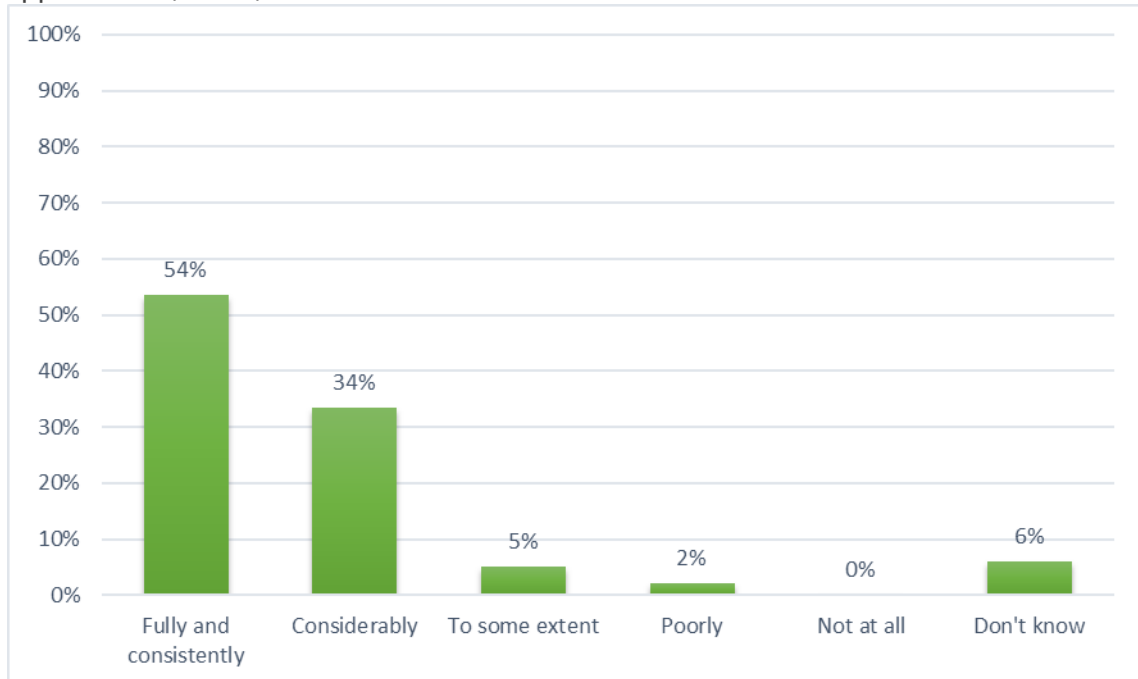
7. To what extent is there adequate resource to deliver the mandate of CDADI and its sub-committees? (n=200)



8. To what extent do the activities of CDADI and its sub-committees apply gender mainstreamed approaches? (n=200)

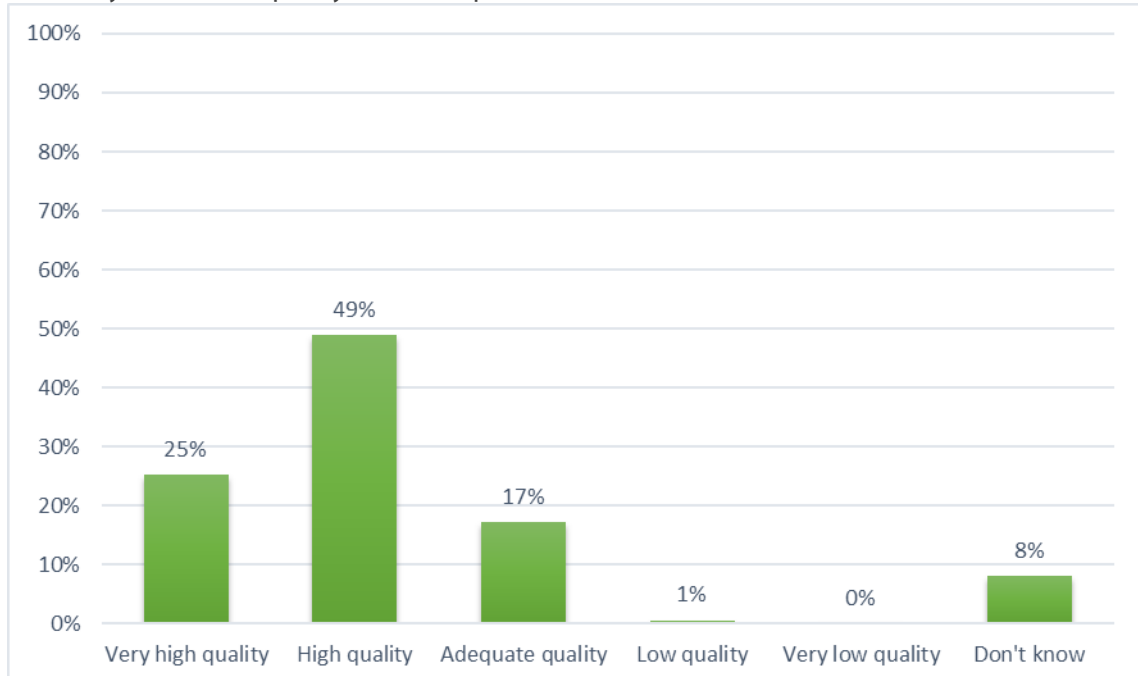


9. To what extent do the activities of CDADI and its sub-committees apply human rights-based approaches? (n=200)

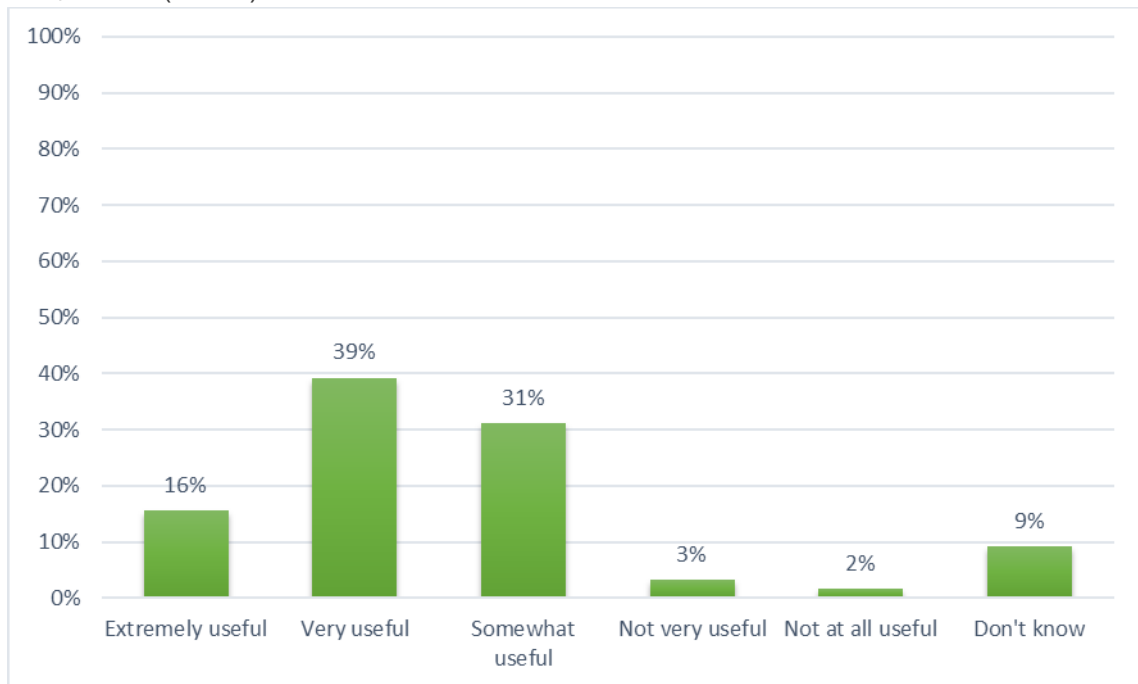


Quality and usefulness of the outputs of CDADI and its sub-committees

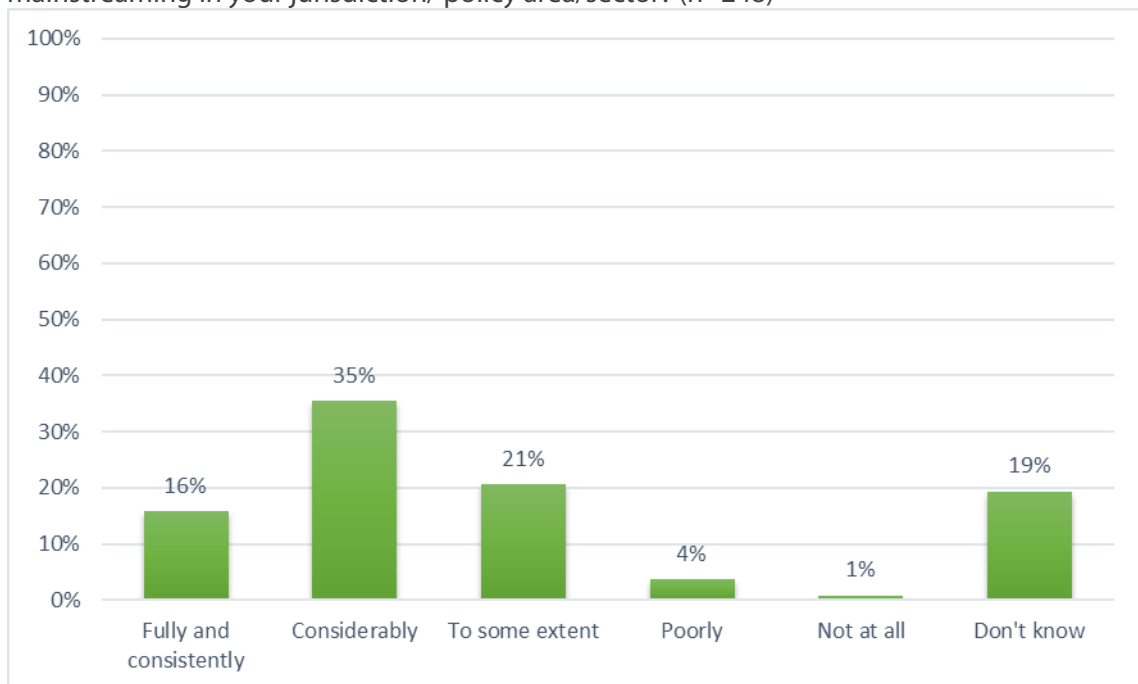
10. How do you rate the quality of the outputs of CDADI and its sub-committees? (n=186)



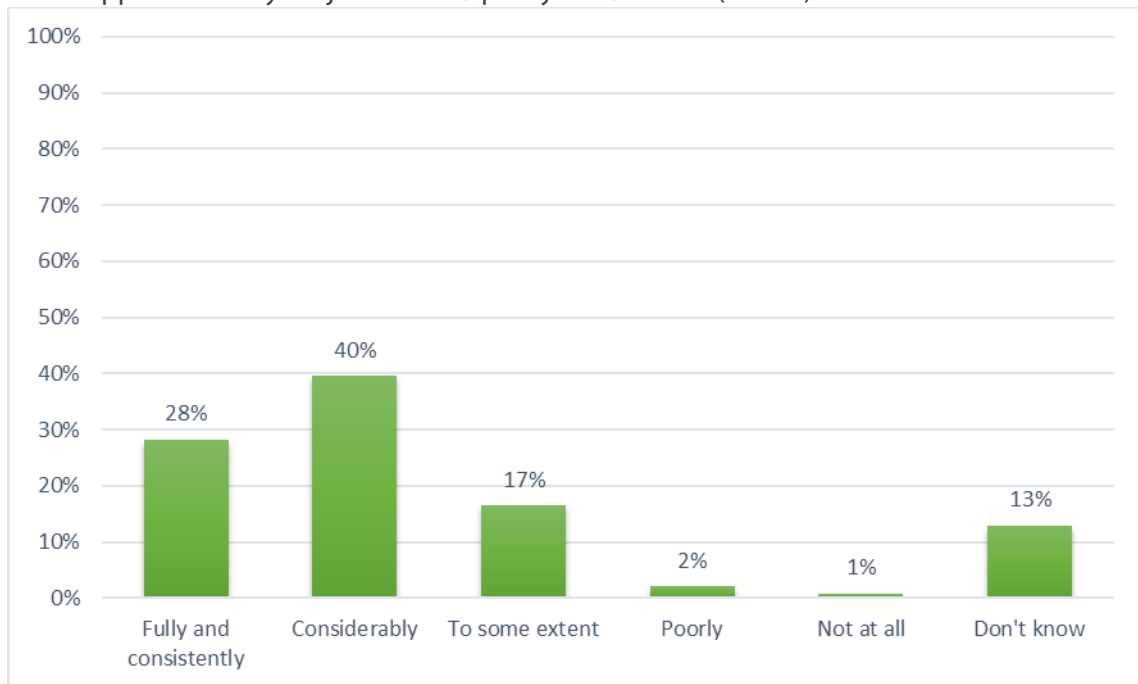
11. How useful are outputs of CDADI and its sub-committees in your jurisdiction/policy area/sector? (n=186)



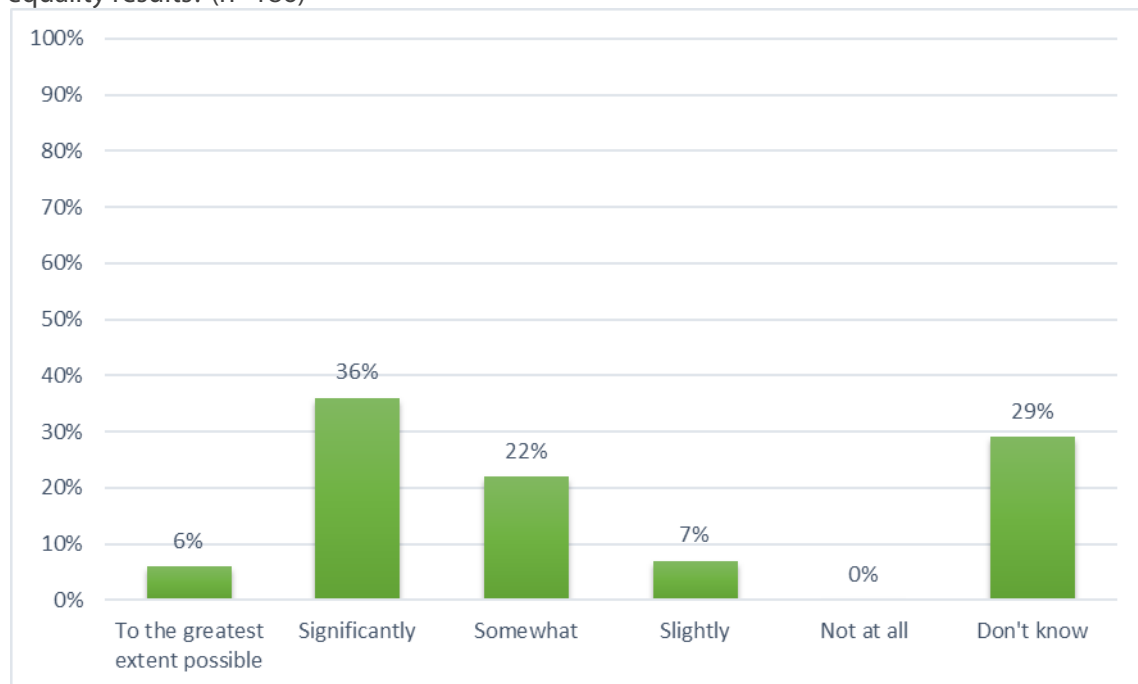
12. To what extent do the outputs of CDADI and its sub-committees promote gender mainstreaming in your jurisdiction/ policy area/sector? (n=248)



13. To what extent do the outputs of CDADI and its sub-committees promote human rights-based approaches in your jurisdiction/ policy area/sector? (n=248)

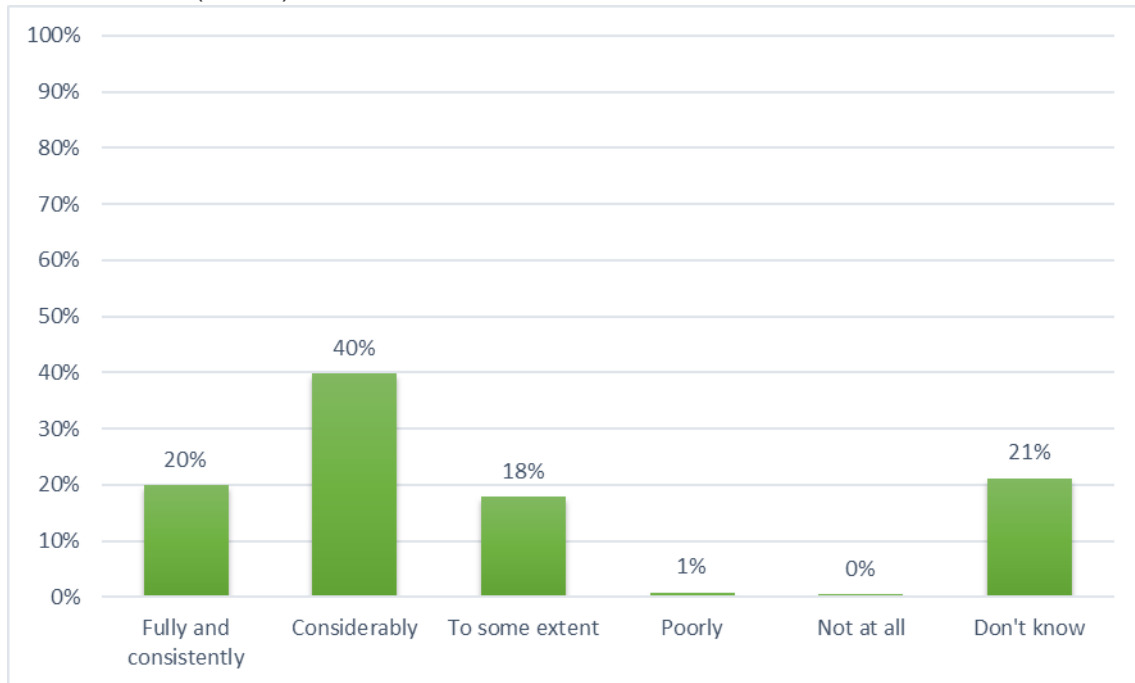


14. To what extent do the activities of CDADI and its sub-committees lead to improved gender equality results? (n=186)

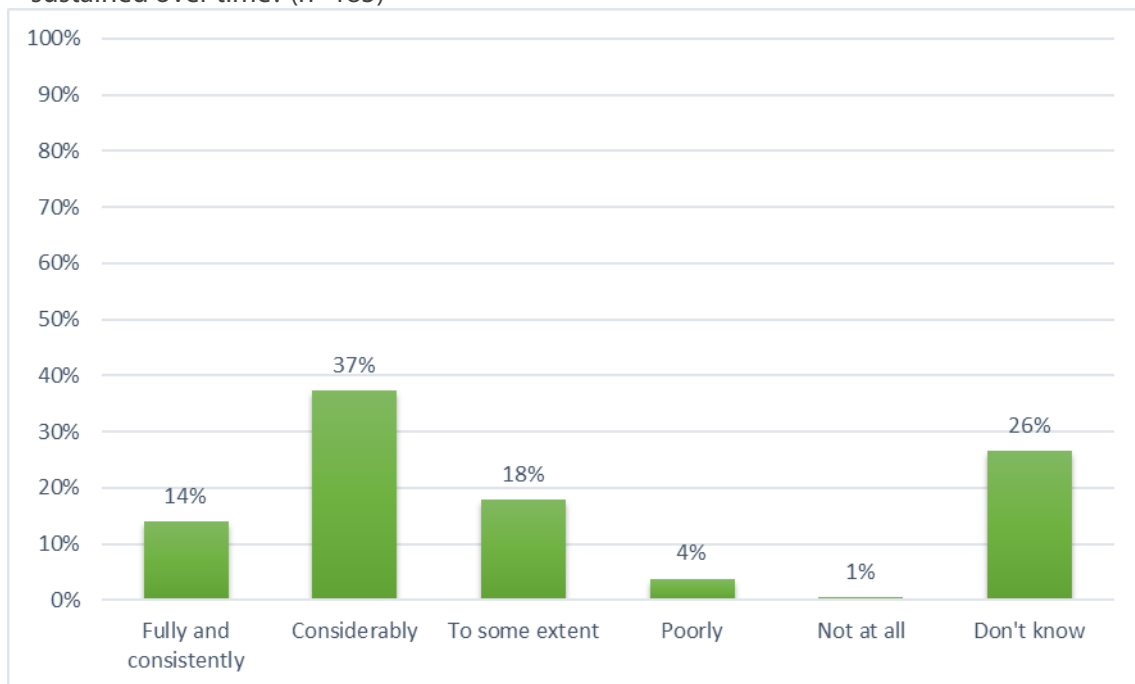


Continuity

15. How successfully is a long-term perspective integrated into the work of CDADI and its sub-committees? (n=241)

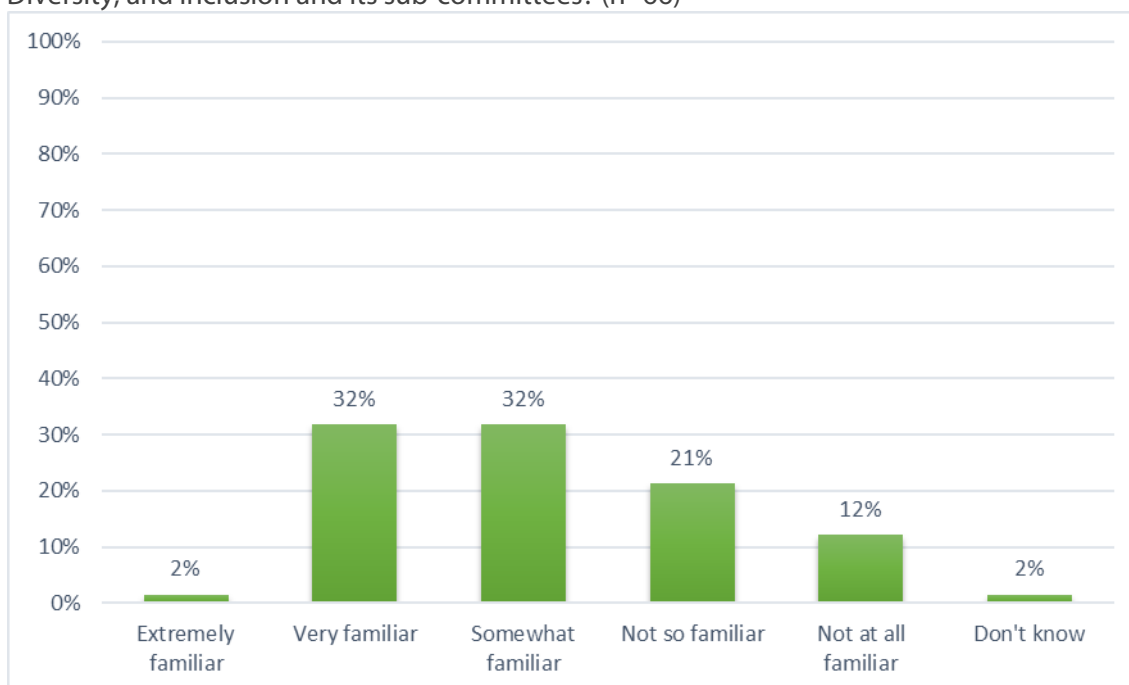


16. To what extent do CDADI and its sub-committees ensure benefits to rights-holders are sustained over time? (n=185)

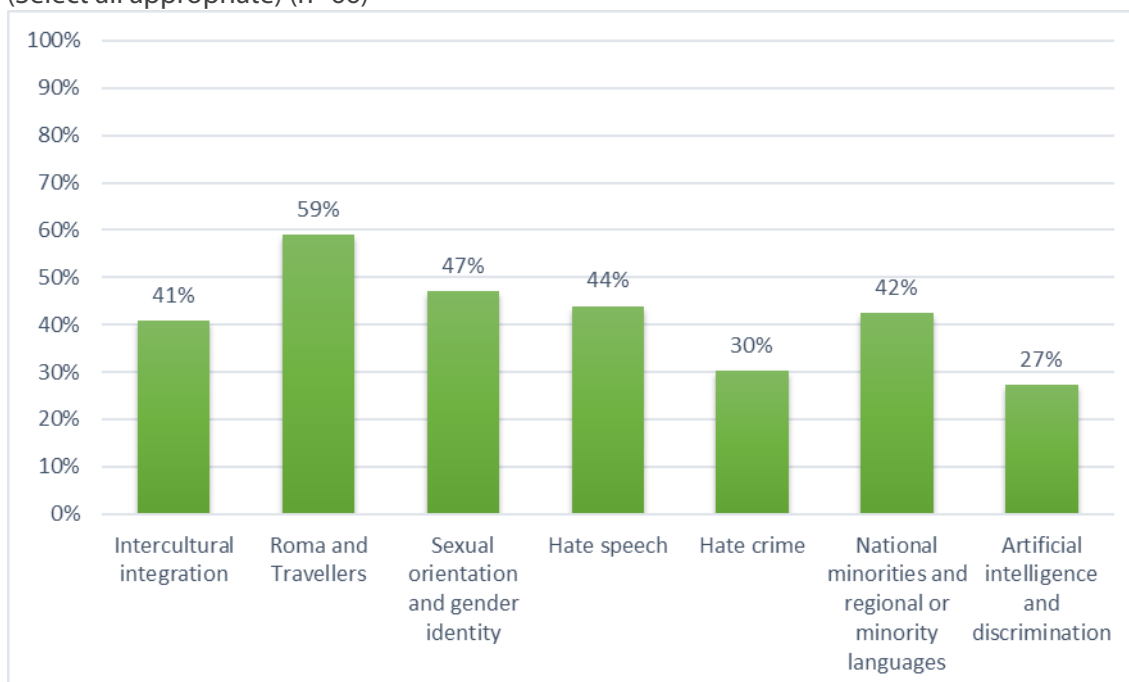


Survey questions only asked to indirect contacts of CDADI (National contacts of CDADI members)

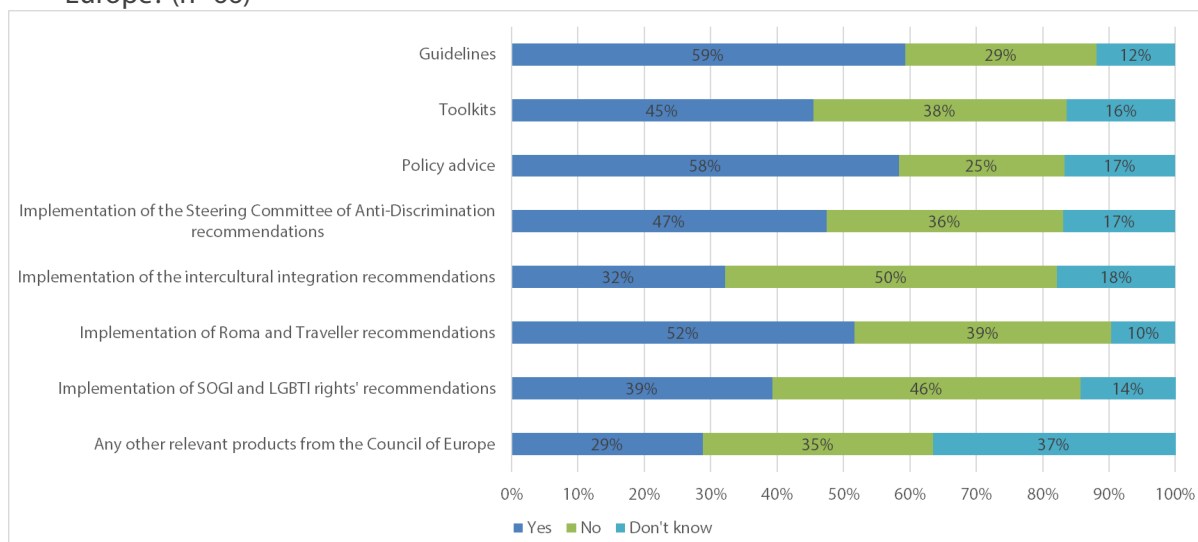
17. How familiar are you with the mandate of the Steering Committee of Anti-Discrimination, Diversity, and Inclusion and its sub-committees? (n=66)



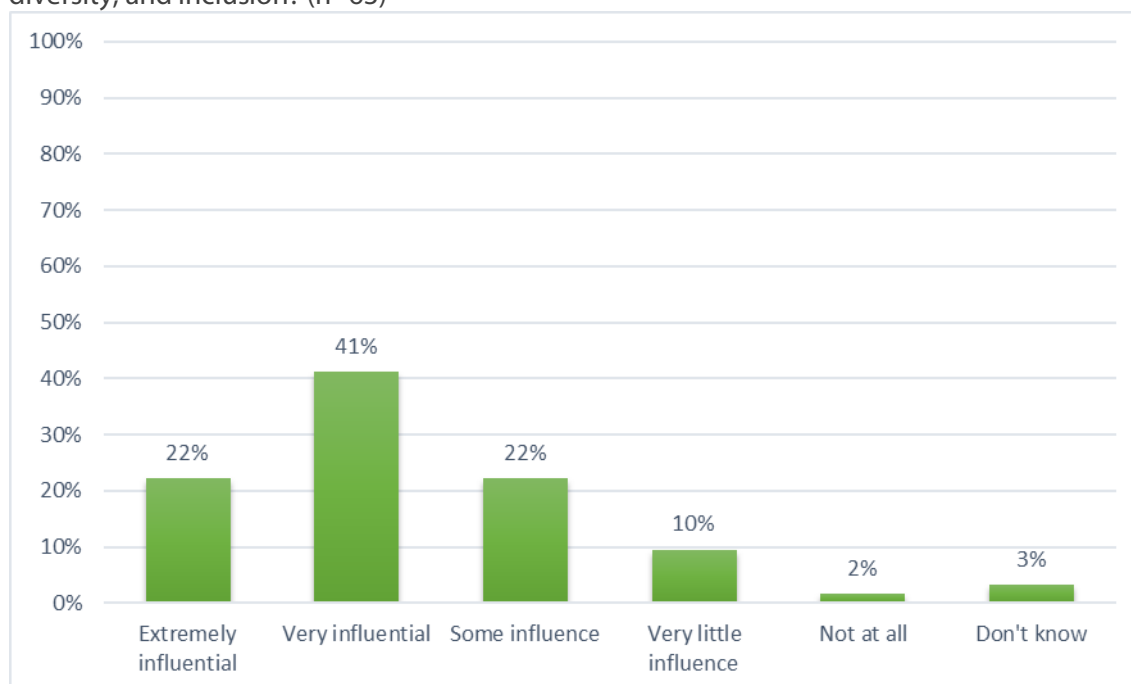
18. Please indicate the topic areas that are most important/relevant to you and/or your work from among the work of the Council of Europe on anti-discrimination, diversity and inclusion: (Select all appropriate) (n=66)



19. Do you work with products, guidelines, toolkits, policy advice and/or implementation of recommendations originating from the Steering Committee of Anti-discrimination, Diversity and Inclusion, Sub-committee on Intercultural Integration, Sub-Committee on Roma and Travellers, and working groups on SOGI; Hate Speech; and Hate Crime of the Council of Europe? (n=66)



20. How much influence does the Council of Europe have on your work on anti-discrimination, diversity, and inclusion? (n=63)



Appendix 7. Observation analysis

Frequency of observation comments

| | | Relevance | Efficiency | Effectiveness | | | | Coherence | | Sustainability |
|----------------------|------------|---------------------|------------|---------------------|-----------|-----------|--------------------|---------------------------|----------------------|----------------|
| | Frequency | Good prioritisation | Specialist | Leading to outcomes | Quality | Influence | Boosts / Obstacles | Council of Europe overall | International effort | Long-lasting |
| CDADI | 58 | 20 | 4 | 14 | | 4 | | 12 | 4 | |
| GRH | 41 | 22 | 8 | | | 3 | | 8 | | |
| ADI-INT /ADI-ROM | 40 | | 9 | | 18 | | 6 | | | 7 |
| GT-ADI-SOGI | 38 | 7 | 8 | | | 13 | 6 | 2 | 2 | |
| CDADI on hate crime | 6 | 1 | 2 | | | 1 | | | 2 | |
| Total | 183 | 50 | 31 | 14 | 18 | 21 | 12 | 22 | 8 | 7 |
| Against indicator | | 27% | 17% | 8% | 10% | 11% | 7% | 12% | 4% | 4% |
| Against sub-question | | 27% | 15% | | | 29% | 4% | 14% | 3% | 5% |

Relevance

Good prioritisation

In 4 out of 5 observations, (high frequency) comments confirmed high appreciation of the relevance of the work in support of the priorities within the work programme. There was consensus on critical issues Council of Europe member states are facing in ADI and promoting the prioritisation to address meaningfully enough. The importance was emphasised of the intersectional approach and reaching all sections of society, including multi-level and cross-sectoral, and different vulnerable groups.

Efficiency

Quality through intersectional approach and participation and inclusion

In 5 out of 5 observations, (high frequency) many comments valued participation and inclusion through wide consultation on CDADI products, the importance of the intersectional approach to capture the complexity of discrimination.

Effectiveness

Outcomes produced

In 1 out of 5 observations, (high frequency) comments captured the measures in place through member state ownership including inter-agency networks on the initiative of governments themselves and voiced commitment by several countries through follow up of ADI policy and practice (on recommendations).

Quality of outcomes

In 1 out of 5 observations, (high frequency) comments underlined the quality of outcomes benefitting from peer-to-peer relationships and the exchange of good practices supporting policy and practice on ADI issues.

Influence of outcomes

In 4 out of 5 observations, (medium frequency) comments emphasised good materials to serve purposes of multi-actor contexts of implementation of ADI. Requests are made to target outputs more to encourage wider use of ADI outputs within countries.

Success factors and obstacles

In 3 out of 5 observations, (medium frequency) highlighted the challenges of introducing meaningful measures in countries where different circumstances pose different obstacles to CDADI proposals, and the need to nurture the commitment of member states to the issues albeit with strong effort in the committees to do so.

Coherence

Contribution to Council of Europe overall work

In 3 out of 5 observations (high frequency) comments praised the interaction of CDADI with other bodies in the Council of Europe in different ways across the different topics, in particular minorities, youth and artificial intelligence.

Contribution to international effort on ADI

In 3 out of 5 observations (medium frequency) comments recognised the complementarity with European-level initiatives and CDADI.

Sustainability

Long timeframe

In 1 out of 5 observations (medium frequency) comments reflected on sustainable measures introduced to ensure long-term impact and countering the interruptions and short timeframes of project work on ADI issues.

Appendix 8. Interview analysis

Frequency of interview comments

| | Frequency | Relevance | | | | Efficiency | | | Effectiveness | | | | Coherence | | Sustainability |
|----------------------|------------|---------------------|---------------|---------------------|-------------|------------------------------|------------|---------------|---------------------|-----------|-----------|--------------------|---------------------------|----------------------|----------------|
| | | Good prioritisation | Scope control | Communicating needs | Versatility | Prolific output / more focus | Specialist | Cross-cutting | Leading to outcomes | Quality | Influence | Boosts / Obstacles | Council of Europe overall | International effort | Long-lasting |
| Group 1 | 151 | 31 | 3 | | 9 | 1 | 19 | 43 | | 6 | 21 | 9 | | 6 | 3 |
| Group 2 | 170 | 17 | 9 | 4 | 2 | 26 | 12 | 43 | 1 | 28 | 10 | | 8 | 5 | 5 |
| Group 3 | 211 | 22 | 3 | | | 3 | 26 | 19 | 24 | 22 | 39 | 26 | | 20 | 7 |
| Group 4 | 40 | 7 | | 4 | | 1 | | 4 | | 3 | 9 | | 11 | | 1 |
| Group 5 | 30 | 11 | | | | | | | | 2 | | | 10 | 7 | |
| Group 6 | 29 | 0 | | | 8 | | | | | 7 | | 3 | 8 | 2 | 1 |
| Group 7 | 59 | 7 | 2 | 6 | | | 15 | | | | 14 | 4 | 2 | 6 | 3 |
| Group 8 | 49 | 7 | | | | | 11 | 12 | | 3 | | | 1 | 14 | 1 |
| Total | 739 | 102 | 17 | 14 | 19 | 31 | 83 | 121 | 25 | 71 | 93 | 42 | 40 | 60 | 21 |
| Against indicator | | 14% | 2% | 2% | 3% | 4% | 11% | 16% | 3% | 10% | 13% | 6% | 5% | 8% | 3% |
| Against sub-question | | 14% | | | 7% | | 15% | 16% | | | 26% | 6% | 5% | 8% | 3% |

Relevance

Good prioritisation

7 out of 8 stakeholder groups (high frequency) identified good horizon scanning to prioritise and meet ADI needs at two levels of specific groups at risk and universal international law. CDADI prioritisation fills gaps in regulation at European level through specialist work on ADI and tackling taboos among member states. Priorities are very practical and linked to reality on the ground.

Scope control

3 out of 8 stakeholder groups (medium frequency) described the challenges of the scope of ADI, adding the political pressure from different member states distorting priorities and risking duplication to some extent. CDADI is seen to successfully bring the wide-ranging topics of ADI under control.

Communicating needs

3 out of 8 stakeholder groups (medium frequency) stated that strong communication was needed to explain prioritisation in such a complex environment, including aspects of compromise and transparency in priorities. Co-ordination and relationship with other stakeholders working on ADI was not always strong or clear externally.

Versatility

3 out of 8 stakeholder groups (medium frequency) identified changes to the programme of work in response to C19 and Ukraine war, as well as good consideration of major societal change like AI.

Efficiency

Prolific output over focus

4 out of 8 stakeholder groups (medium frequency) observed the considerable amount of work carried out by CDADI. The extent of which sometimes is overwhelming for member states, calling for more focus and targeting, with more supported connection between government and expertise in the work. Better focus could come from identifying how member states take on board ADI work and subsequent recommendations. There were not enough resources or competencies across teams to manage secretariats at the outset of CDADI, including facing Covid but now the steering committee and substructures are achieving good efficiencies. Considerable resources and time are needed for English and French contributing to minor inefficiencies identified.

Specialist, concrete and detailed

5 out of 8 stakeholder groups (high frequency) observed that HRA and intersectionality are embedded in CDADI thinking and strategy, in some instances needing boosting because of some gaps like persons with disabilities. This may appear more time-consuming, but it has benefits in learning through cross-fertilisation and in efficiency through synthesising different recommendations in national plans. Multi-level and HRA is needed to make ADI influential emphasising the connection to reality on the ground. It is very positive that CDADI has ADI-INT to integrate the local level and give it a platform.

Cross-cutting co-ordination

5 out of 8 stakeholder groups (high frequency) assessed cross-cutting co-operation in CDADI's work very highly. A great deal of effort is exerted to work together, in a flat and inclusive structure. This results in a package of ADI work that is transversal and multidisciplinary. In this it is important to delineate the CDADI role and how it contributes to wider goals of the sub-programme and Council of Europe's overall collective work on ADI. Intergovernmental work provides political leverage of CM and develops standards, which is widely appreciated by everyone as an advantage. Downsides observed were that it is not always clear and understandable, and there can be too little expertise among member state representatives.

Effectiveness

Leading to outcomes

2 out of 8 stakeholder groups (medium frequency) observed concrete outcomes already: the hate speech recommendation is already having effect partly through very good timing because of conflicts at the present time. Recommendations and good practice are being used in national plans against racism, antisemitism and discrimination, discrimination against LGBT, and Roma and Travellers. There are bigger effects at national level than there were before.

Quality of outcomes

7 out of 8 stakeholder groups (high frequency) praised CDADI work for eliciting member states' responses (sometimes backlash – SOGI), raising awareness and forcing member states to better co-ordinate domestically. It was observed that it is challenging to combine government and specialist expertise in ADI. There are unacknowledged outcomes: putting ADI on the agenda, diplomatically smoothing the way for progress, acceptance and consensus. Attention focused on an intersectional approach is very important and done very well. Participatory processes and inclusion are very good

in consultation on CDADI outputs to be sufficiently progressive in ADI work. Finally good exchange of practices and peer to peer influence encourage legislative changes in member states.

Influence of outcomes

5 out of 8 stakeholder groups (high frequency) identified the practical approach to help member states respond as the added value and influence of CDADI. It asks a lot of member states and delegations encouraging the creation of inter-ministerial task forces in several member states. There is more awareness domestically among different actors now. Conversely, different ministries can react differently and cause obstacles or resistance to ADI. CDADI work influences member states leading to the implementation of things they never would have done otherwise such as Roma and Travellers' strategy.

Success factors and obstacles

4 out of 8 stakeholder groups (medium frequency) observed varying opportunities and obstacles. It is hard to link intergovernmental to impact and higher-level objectives. Follow up / "monitoring" is challenging as burden on member states and not responsive. On the ground it is very good to connect locally and hold plenaries in member states and good grasp of reality on the ground. Communication is very challenging and getting clear picture is hard or not enough promoting of outputs or organising to enable access for member states and more responsibilities needed of member states. There is often a political challenge to involvement.

Coherence

Contribution to Council of Europe overall work

6 out of 8 stakeholder groups (medium frequency) observed the innovative, collaborative model of CDADI, considered to be exceptional, yet much needed for support to other Council of Europe work. Model for other intergovernmental work of Council of Europe. Links to the bigger Council of Europe effort is crucial: ECHR, monitoring bodies' work and projects need linking together. Human rights-based approach and intersectional aspects deliver this message. Though this is not perhaps communicated enough. There are challenges to work together and move in synch.

Contribution to international effort on ADI

7 out of 8 stakeholder groups (high frequency) identified that intergovernmental is CDADI's exceptional contribution to the collective international effort. CDADI is in a strong place with added value of dynamism of 46 member states through Council of Europe model. The umbrella and synthesis role brings many strands and multiple actors together under one ADI framework. Gaps are being addressed by CDADI. The collective effort of international players is essential.

Sustainability

Long-lasting measures and mechanisms

7 out of 8 stakeholder groups (medium frequency) observed that a long timeframe is needed for this work, through gradual change. Standards have a long shelf-life. Long-term engagement and relationship long-lasting building up trust and enabling the co-ordination and co-operation internationally. Sustainability could be increased with more attention to national level implementation and follow up of this implementation.

Appendix 9. Case studies analysis

Effectiveness

ADI-related work on ADI has contributed to progress in policies and practices to prevent and combat discrimination through multiple channels.

Awareness raising: In Italy, ADI work on standard setting on hate speech promoted dialogue in the field of hate speech. While the inter-governmental committee needs to bridge many perspectives, the FGDs stated progressive standards keep ADI conversations on political and legal agendas. Like JUSTROM-2, this can lead to authorities' better understanding of the scale of issues faced by vulnerable communities.

Focus Group: "CDADI was influential through raising awareness on hate speech and hate crime in Italy – this is important at a time of rising hate speech."

Providing a portfolio of expert-led standards for legislators and practitioners to draw upon:

FGD participants stated Council of Europe standards can provide a baseline reference of good practice. Participants stated the broad membership of the Council of Europe helps to give a picture across the continent of Europe, which can be useful for peer-to-peer review and pressure.

Focus Group: "The Council of Europe approach is more flexible – it helps maintain momentum when there is confusion at the national level."

CDADI Standards can also be useful for co-operation work: In February 2020, the JUSTROM national teams were invited to an Induction course held in Strasbourg, where they received training on gender equality, anti-discrimination and European standards (ECHR, ECRI, Gender Equality unit and others) and mainstreaming of Roma issues and Roma women's difficulties in accessing justice within other sectors of the Council of Europe.

Focus Group: "Legislators can use recommendations from international organisations as leverage for national legislation changes."

North Macedonia has made significant progress in strengthening and developing the national anti-discrimination framework at the legislative and policy levels, and its alignment with the European anti-discrimination standards. The Parliament passed a new Law on the Prevention and Protection against Discrimination that entered into force in 2020. In accordance with the Law, a new national equality body with an extended mandate compared to the previous one, the Commission for Prevention and Protection from Discrimination (CPPD), was established in 2021. This institutional change responds to ECRI's 2016 recommendation on the need to further strengthen the independent work and capacity of the then equality body. At the policy level, a new National Strategy for Equality and Non-Discrimination for 2022-2026 and an accompanied action plan for its realisation were adopted in 2022 and 2023 respectively.

Although the social exclusion and marginalisation of the Roma in North Macedonia remain persistent, the stakeholders noted some positive developments related to the increase in the number of Roma mediators in primary education, the awarding of scholarships for Roma students and slight increase in representation of Roma in ministries and other state institutions. In its 2023 Report on North Macedonia, ECRI noted that several initiatives were taken under the 2016-2020 national Roma strategy to improve Roma inclusion in the areas of housing, health, education and employment.

After the 2016 'colour' revolution and political changes in 2017, the newly formed Government accepted the concept of one society and interculturalism as one of the key determinants of its policy work. A new intersectoral strategy (Strategy for the development of the concept of 'One society for all' and Interculturalism) was adopted in 2019 and was a significant step forward in promoting and improving the intercultural communication in North Macedonia, based on principles of equality and non-discrimination. It aims to implement the recommendations of international bodies of the United Nations, the Council of Europe, the European Commission and the OSCE. The precursor working group to ADI-INT had a strong influence on implementation and further development of the 2020 (National) Strategy for Development of the "One Society for All" Concept and Interculturalism.

At the legislative level, in addition to 2018 amendments to the Criminal Code, the legal prohibition of discrimination on SOGI grounds was introduced in the 2020 Law on the Prevention and Protection against Discrimination. References were made to the European Court of Human Rights judgement in the case X v. FYROM on the gender recognition issues. The Government drafted a new Civil Registry Law that should provide transgender people to change their identity, although it is still being processed in Parliament. In 2022, a draft Law on Gender Equality was presented for public discussion and there has been a proposal for a new Gender Equality Act. The Skopje Pride has been held regularly since 2019. Awareness of legal recognition of gender identities initiatives has been raised. There was an increase in the number of CSOs focused on gender identity, and the capacities of the LGBTI community for reporting have been strengthened. Several CSO's research related to the issues of LGBTI persons were conducted. Finally, more social care, legal and psychosocial support services have been made available to LGBTI people in co-operation with the authorities.

In the Republic of Moldova, there has been progress in national legislation, practice and knowledge over the last ten years in relation to anti-discrimination and combating hate speech. Comparing the latest ECRI and Commissioner for Human Rights reports to those a decade ago, the focus is much less on basic institutional structure and rule of law and more on advanced aspects of anti-discrimination such as the extent of sanctioning power of the Equality Council for capturing hate speech and hate crimes. This progress has been enabled by repeated monitoring visits with the follow-up of recommendations and new recommendations, new case law from the European Court of Human Rights, and the sequence of Council of Europe Country Action Plans for the Republic of Moldova implementing continuing programmes of technical assistance.

Incorporating the transversal aspects of anti-discrimination in projects of different sectors of the Council of Europe and systematically addressing the key stakeholders in a variety of project components has enabled a broadening of ADI to other national authorities and spheres in the Republic of Moldova. The hate speech recommendation for example was broadly covered by the work of national authorities through being targeted by Council of Europe projects, with the remaining area still to focus on in terms of digital hate speech.

Factors that have made CDADI-related work on ADI more effective

Strengthening effective relationships with ADI practitioners and policy makers at different levels enables cross fertilisation between states and across CSOs. Effective relationships include capacity building and training to facilitate implementation. It is important to work on multiple fronts, looking for support and alternative partnership in other spheres, building alliances with civil society, authorities and international organisations in the case of Italy.

Regional approaches can be a useful entry point when there is uncertainty and turmoil at national level. Municipalities and regions contribute significantly. Work of local youth organisations and activist groups has played a vital role in moving discussions forward in Italy. The Council of Europe contribution towards this effort has been high.

European Court of Human Rights case-law in relation to North Macedonia. E.g. in relation to the 2019 European Court of Human Rights judgement in the case X v. FYROM, the authorities have taken measures to amend the respective laws to bring them into line with the deficiencies highlighted by the Court.

Monitoring bodies (ECRI and FCNM) focus member state attention on priority areas of improvement through recommendations. E.g. legislative amendments aimed at strengthening the independence of the national equality body, enabling unregistered and undocumented persons to get a legal identity, and aligning some provisions of the Criminal Code with ECRI's GPR no. 7 were in line with recommendations from ECRI's reports on North Macedonia.

Council of Europe co-operation projects ensure concentrated effort on implementing ADI standards. The Council of Europe co-operation projects provided specific awareness raising, capacity building, and expert support in co-operation with various national stakeholders. E.g. there were trainings and courses in anti-discrimination, combating hate speech and hate crimes for legal and executive and local authorities; various specifically tailored analysis, reports and manuals were produced and delivered to various stakeholders, such as a Specific Report on the status of implementation of ECRI Recommendations for North Macedonia to support line ministries and other relevant institutions and an Anti-Discrimination Manual about European standards and national legislative for the general population, students and CSOs; CM/Recommendation(2022)16 of the Committee of Ministers to member states on the fight against hate speech was translated into the Macedonian language; international and cross-border peer-to-peer exchanges were organised; awareness raising campaigns were carried out, such as the Block Hate Campaign. Share the love and an online panel discussion to mark the International Day against Homophobia, Transphobia and Biphobia was organised. ADI work impact is achieved through project work in specific areas such as hate speech and hate crime, electoral system support, audio-visual regulatory support, LGBTI grounds of discrimination and support to the national human rights institutions. The scale of projects is relatively small however and even when transversal aspects of ADI are taken up beyond projects directly focusing on ADI and target groups in terms of the proportion of national civil servants and number of different national authorities is low. This means the ADI impact is limited to a small number of specialist services and therefore only addresses parts of CDADI's wealth of outputs.

Other international organisations and agencies reinforce Council of Europe ADI priorities by encouraging responses in member states. E.g. OSCE Mission to Skopje supported the development of ethical guidelines for online media. Police officers, judges and state attorneys were trained on combating hate crimes within the framework of ODIHR's TAHCLE and PAHCT programmes. The stakeholders emphasised the influence and contribution to the work on ADI in

North Macedonia of some other international organisations and their agencies and entities (e.g. UNHCR, UNESCO, UNDP, UN WOMEN, EU, OSCE-HCNM, etc.).

EU conditionality policy in the accession process of a candidate state or potential candidate state prompt member states to address ADI issues.

Interview: "Another contributing factor is EU integration - strong political pusher. Not only that that the Council of Europe keeps us alerted but also accession and negotiation talks with the EU. It is the EU really pushing issues, but of course the EU among others is taking its arguments from the Council of Europe's work. When they are pushing, they are not inventing norms."

Civil society organisations mobilisation and advocacy. Through mobilisation and advocacy, civil society organisations have contributed to raising awareness and initiate changes in state policies, legislation and practices to prevent and combat discrimination, especially against Roma and members of the LGBTI community.

Civil society advocacy and strategic litigation, co-ordinated with the equality body and the Office of the People's Advocate guidance and complaint mechanisms. And this in combination with European standards promoted internationally as the CSO focus group observed, "We use the recommendation 2010(5) and try to promote it. We see that parliamentarians talk about European values – not only the values that you prefer it is also about LGBTI community and their rights – because we have this recommendation it is just another tool to show them that you are not right to refuse to recognise these rights."

The consistency and repetition of messages delivered by the Court, the Commissioner for Human Rights, FCNM, ECRI, CAHROM, Country Action Plans and CDADI and its current substructures, has amplified the encouragement of progress towards meeting ADI standards. One focus group observed that "It is a nexus of the three influences from the Council of Europe – support that occurs through different perspectives."

Statistical evidence of the protected criteria in the case of crimes motivated by prejudice 2023 presents a virtuous circle of the monitoring recommendations and project work on data collection by law enforcement bodies relating to hate speech and hate crime.

Incorporating the transversal aspects of anti-discrimination in projects of different sectors of the Council of Europe and systematically addressing the key stakeholders in a variety of project components has enabled a broadening of ADI to other national authorities and spheres. The hate speech recommendation for example was broadly covered by the work of national authorities through being targeted by Council of Europe projects, with the remaining area still to focus on in terms of digital hate speech. More attention to the digital environment is desirable partly to prepare the grounds for future work also tackling social media, artificial intelligence and potentially digital citizenship education.

In the successful areas one focus group observed that "The Council of Europe succeeds to put together at the same table all the national authorities working in the same area and we are able together with the Council of Europe to go outside the country and co-operate with our colleagues or similar organisations in Europe." The parliamentary focus group made a very similar observation, "And the Council of Europe supports both group of countries empowered in mental health and civil society. And so a team of specialists from civil society and authorities did visit Belgium to see the centres and activities in mental health because consider best practice at the European level – so very necessary for us to start standards that are in line with European standards. And same time to adopt practices that are European proven."

GREVIO and the ratification process of the Istanbul Convention, including a regional project on the access of women to justice, though little specific focus to Republic of Moldova. Education and an education project on the Reference Framework of Competences for Democratic Culture. Youth projects and grants for youth civil society.

Factors that have made CDADI related work on ADI less effective

Low awareness of Council of Europe work on ADI. Awareness of Council of Europe outputs amongst wider Italian stakeholders is low. Focus group participants felt that many departments were not familiar with the intercultural dialogue concept. This can make it difficult for representatives to incorporate Council of Europe outputs and recommendations into their work. Government uptake of recommendations is limited, which in turn limits the work of advocates. Increased awareness and effective communication with stakeholders can raise visibility in different levels and encourage national institutions.

Participants felt Council of Europe recommendations are not prescriptive enough for local application. Stakeholders expressed that they would appreciate and would benefit from more peer learning, to better apply recommendations in their local contexts.

Conservative mentality; nationalistic, illiberal and populist movements and institutions E.g. there are disputes in the public about the issue of the national concept of intercultural integration - Divided society vs One society.

Focus group: "Often in parliament see that MPs are the ones promoting hate speech and division between communities – making parliament more accountable for what they do – have a very powerful tool to spread the message and share what need in society."

SOGI and LGBTI are still very controversial topics in society. The mobilisation of illiberal and populist (anti-gender) movements significantly undermined efforts aimed at passing the new Law on Gender Equality and the prohibition of discrimination against LGBTI persons.

Not enough engagement of different authorities, especially local and regional level. When national authorities and sectors are not engaged by the Council of Europe through co-operation activities ADI outcomes such as those relating to Roma and Travellers, intercultural integration, national minorities and SOGI appeared to be less widespread. This is significantly the case at the local and regional level.

Impact

Capacity building through guidelines and training. FGD participants shared multiple examples of ADI training and capacity building programmes based on Council of Europe training materials and guidelines, including Council of Europe recommendations for police training. Participants requested more support in this area, citing the importance of practical application guidelines to help implement recommendations. For example, the JUSTROM programme trained national teams and facilitators on ECRI standards, which led to 'cascading training' to stakeholders outside of the programme's immediate reach.

Focus Group: "Recognition of international standards reinforces the work of CSOs"

Creating space for intergovernmental dialogue. Seminars and regional workshops have been able to amplify the voice of ADI actors and communities. For example, the Roma facilitator trained through the JUSTROM programme is now regularly invited to the UNHCR round tables on statelessness. FGD participants found the multi-level architecture of CDADI substructures, such as

ADI-INT, allowed local authorities and national institutions to share intercultural integration best practice across multiple governance levels.

Political and institutional commitment to CDADI-related work on ADI. E.g. the Government of North Macedonia introduced the position of National co-ordinator for interculturalism, one society, cultural development and interdepartmental co-operation. Representatives of North Macedonia regularly attended meetings of CDADI and its substructures (ADI-ROM and ADI-INT / GT-ADI-INT). North Macedonia hosted the 8th International Roma Women's Conference (IRWC) 'Protecting the Human Rights and Dignity of Roma and Traveller Women in Times of Crises' held in hybrid format in Strasbourg in 2021 and the 2nd ADI-INT meeting in Skopje in 2022. ADI-ROM thematic visit to North Macedonia on how to stimulate governments to employ Roma and Travellers in governmental institutions and public administration was held in 2022. The upcoming 9th IRWC 'Building Equality Together' will be hosted by North Macedonia from 30 November to 1 December 2023 in Skopje.

In general, a certain impact can be seen through greater attention paid to the inclusion and fight against discrimination against Roma and members of the LGBTI community, as well as cross-cutting topics of hate speech and hate crimes. E.g. an informal parliamentary group for Roma rights and an inter-party working group on LGBTI rights were formed.

(Building) National case-law and institutional practice against discrimination and hate crimes. There is potentially less proliferation of hate speech in media, although instances of hate speech rising in other public channels and hate speech in social media has been less well contained. Over the last decade there has noticeably been more overall attention to inclusion of ethnic and national minorities and LGBTI persons, in particular.

There is greater representation of Roma at different levels of decision-making, although the overall situation of Roma has deteriorated over the recent years (economic crises and Covid-19 likely reasons.)

ECRI observed greater numbers of Roma and Travellers integrated in schools, especially primary schools and gradual increases in numbers of Roma and Travellers registered in employment programmes, among the real gains of constructive dialogue between the community and local authorities through the support of Roma mediators. National objectives set in terms of health and housing that ECRI had previously observed were not mentioned in subsequent reports, suggesting these objectives were not met.

Success factors

Improving network links has been key to impact. Stakeholders appreciated opportunities to meet and learn from others. Widening who the Council of Europe engage with, moving beyond the experts e.g. peer-to-peer exchange, Council of Europe membership establishes norms and standards that can then be promulgated, setting formal standards. Need to open communication links further - e.g. even though co-operation projects present work at committee meetings, this work can be further followed up to sustain engagement. Also, the need to keep funding programmes has a direct impact on relationships with beneficiaries.

Building momentum: The depth and breadth of the JUSTROM programme has enabled a multiplying effect where more institutions involved in implementation are increasingly seeking the advice of national teams trained through the JUSTROM programme. This process has helped disseminate practical expertise on Roma inclusion and anti-gypsyism throughout the local and national institutions responsible for implementing ADI policies.

Working across thematic areas and arising needs: To increase the uptake of action for ADI, it is important that ADI thematic areas are linked to wider societal issues and the impacts made clear. The approach to housing for Roma acknowledged the social and economic unsustainability of the previous housing situation. Following the JUSTROM2 programme, the municipality of Naples worked to establish an inter-departmental working group made of women town councillors working on education, social emergency, social cohesion and welfare to better focus on Roma women. In another example co-operation between themes was useful. E.g. Romact4: Under the Transnational Co-operation and Capacity building (TCC) component, an intercultural training session was held in Florence.

Including **Solidarity to refugees from the war in Ukraine.**

Impact achieved through the monitoring bodies and their recommendations (ECRI and FCNM), and the Council of Europe co-operation projects. Impact is also achieved through the combination of monitoring body recommendations, there is take up of CDADI work when it connects to recommendations made. ECRI recommendations provide the basis and are then reinforced through projects that further strengthen the Equality Council (CPPEDAE). This leads to the Council finding violations of hate speech and domestic courts' ruling judgements against hate speech. Impact also comes through the Commissioner for Human Rights in similar ways.

Convergence of national priorities and interests with ADI work, such as the work of the committee of experts on intercultural integration, that is reflected in the Interethnic relations strategy.

Increasing international reputation and dedication to the European Union accession. Impact through international organisational leverage – European Union accession process.

Limiting factors

It is hard to determine the contribution of Council of Europe. A combination of Council of Europe guidance and recommendations, which are only soft law, together with the weak feedback loop required of country representatives, and with the hitherto weaker M&E of implementation, may contribute to delaying political and social change, as it is harder to evidence.

Short-term engagements without follow-up are less impactful – and does not enable for the above-mentioned multiplier effect: Maintaining relationships with CSOs from co-operation projects would be beneficial, as the impact of ADI activities requires behavioural, political and sometimes legislative change(s) – which can take time. Societal/behavioural change also requires collective efforts from various institutions in society. Continued long-term engagement with CSOs, research organisations, and co-operation project implementing partners is required to achieve impact.

Some limitations in recognizing of discrimination in practice among some of the key national stakeholders

Focus group: "(Since I took part in the drafting of the manual and did some training), I realised that civil servants themselves are not informed very much. Have a strategy and should adopt an action plan - but what is the core element - civil servants are not aware of the basics of discrimination, so we only adopt documents, but we do not work to achieve results, so we do not have the essence".

Focus group: "Discrimination is present in the work of civil servants without them being aware that they are discriminating – this is probably more related to some practices that have been there for years and not intentional discrimination."

Polarisation and tension is dividing communities, hate speech is proliferating, including in the political arena.

Non-change agent aspect of national representative: national representation often in only some of the CDADI structures. Busyness of representatives and lack of resources.

Centralised budget allocation for municipalities – resources not covering Roma recommendations, intercultural integration toolkits.

Perception that prioritisation of CDADI not adapted enough to Eastern European countries.

National level is not engaging enough with other levels of government.

Intercultural integration – Interethnic relations strategy (national initiative). Neither ECRI, FCNM nor ECRML encourage integration per se.