

GT-ADI-INT(2021)8

Strasbourg, 13 October 2021

## WORKING GROUP ON INTERCULTURAL INTEGRATION (GT-ADI-INT)

Valencia and online

28-29 September 2021

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### Report of the 5<sup>th</sup> meeting and List of Recommendations

#### 1. Opening of the Meeting

The **Vice-Chair**, Claudia Emmanuel LAREDO, opened the meeting and welcomed the participants, in particular Ben Greener, United Kingdom, elected member of GT-ADI-INT at the third CDADI meeting in June 2021. She further conveyed the apologies for absence of the Chair, Pia Buhl-Girolami, due to illness, and wished her a speedy recovery.

Acting as Chair, Ms LAREDO further invited Mr. CALABUIG, Secretary of the Valencian Government for the European Union and external relations to address a few welcoming words on behalf of the Regional Government of Valencia who hosted the hybrid meeting. His statement can be found in Appendix III of this report.

#### 2. Information on latest developments and adoption of the draft Agenda

The Chair provided the Group with a summary of the conclusions of the third CDADI meeting, including the many expressions of support that led to the adoption of the Model Framework for an intercultural integration strategy at the national level ([Document CDADI\(2021\)6](#)). She further recalled that the CDADI instructed the Group to carry out a public consultation on the draft CM/Recommendation on multi-level policies and governance for intercultural integration (hereinafter: the draft Recommendation), and to reconsider it at its 5<sup>th</sup> meeting, together with eleven proposals of amendments by the Russian Federation. She therefore stressed that most of the meeting would be devoted to the assessment of the revised draft Recommendation with the view to analyse all pending amendments and to finalise it prior to the submission to the CDADI for endorsement at its 4<sup>th</sup> and last meeting. She called the members to work in the spirit of compromise. She finally informed that, if time would allow, a discussion on the future priorities of the Group would take place before the

closing. The Agenda was adopted without amendments as it appears in Appendix I. The list of participants can be found in Appendix II.

### **3. Draft Recommendation on multi-level policies and governance for intercultural integration**

The Secretary of GT-ADI-INT presented the modalities and outcomes of the public consultation on the draft Recommendation, as well as the working documents for this agenda item. These included the draft Recommendation with all the proposals of amendments in square brackets; the compilation of comments and proposals resulting from the public consultation; an explanatory note on the proposals of amendments by the Russian Federation, including the majority position on those, as a result of the written procedure of which they made the object in May 2021.

The Chair recalled the rules of procedure for the examination of proposals of observers and other participants and opened the discussion on the proposed amendments, paragraph by paragraph. A summary is provided below, referring to the paragraph numbers as they appear in the version endorsed by the majority position following the meeting. It is recalled that the term “majority” refers to the greater number of participants in the 5<sup>th</sup> GT-ADI-INT meeting with voting rights. At the 5<sup>th</sup> meeting, the 20 GT-ADI-INT elected members were present, as well as Luxembourg and the Russian Federation. The majority recommendations made below reflect the position of all the GT-ADI-INT elected members and Luxembourg.

#### **Preamble**

- **Paragraphs 3, 4, 6 and 17 of the preamble (and paragraphs 3, 5, 9, 14, 31, 32, 39 of the Appendix): partially endorsed**

Through the public consultation, the European Committee on Democracy and Governance (CDDG) had advised to uniformise concepts and terminology, in particular by harmonising language in all the paragraphs referring to the target group of the draft Recommendation. Under the authority of the Chair, the Secretariat amended the draft Recommendation by suggesting to use “migrants and persons with migrant background” all over the text. The Russian Federation noted that this proposal applied also to paragraphs originally referring to migrants only, and not to persons with different socio-cultural or other backgrounds. In the spirit of compromise, the Group agreed to endorse by consensus the proposed amendment for the following paragraphs in the Appendix only: 3, 5, 9, 31, 32 and 39.

- **Addition of a new paragraph to refer to the Charter of Local self-government (now paragraph 7 of the preamble): endorsed**

The CDDG noted that the principles contained in the Charter of Local self-government and in its additional Protocol could be mentioned in the preamble of the draft Recommendation. The proposal of amendment made by the Secretariat under the authority of the Chair has been discussed, amended, and endorsed by consensus.

- **Addition of a new paragraph on a PACE Resolution: rejected**

Through the public consultation, the Secretariat of the Parliamentary Assembly of the Council of Europe (PACE) suggested to mention in the preamble PACE Resolution 2195(2017) on child-friendly

age assessment for unaccompanied migrant children, which initiated intergovernmental work on this issue. However, after discussing the proposal, the Group agreed that the scope of that Resolution was not related to the goals of the draft Recommendation and that there is no specific paragraph in the Resolution that could be quoted to refer to integration, inclusion, or multilevel cooperation, or to the initiation of intergovernmental work in this field. The proposal was rejected by consensus.

- **Addition of a new operational paragraph f) on a system of indicators: rejected**

Through the public consultation, the Migration Policy Group stressed the importance of sound monitoring and evaluation tools to take stock of progress and gaps in the implementation of intercultural integration policies. They suggested an amendment that would have recommended national authorities to set up their own system of indicators to monitor developments and encourage implementation. The proposal of amendment was discussed after receiving support from many members of the Group. The Russian Federation considered it too constraining for member states who are already subject to a discrete number of monitoring procedures. Some members noted that such a system of indicators would not be further defined and that member states would be free to set up their own. However, in the spirit of compromise, the Group agreed by consensus to reject the proposal.

**Appendix to the draft Recommendation**

- **Amendments to Paragraph 1 – Definition of intercultural integration: rejected by majority**

The Russian Federation proposed an amendment to complete the definition of intercultural integration with considerations on goals related to the socio-economic and demographic development of Member States, security, quality of life, protection of labour market among others. The majority had already rejected this proposal via the written procedure that followed the 4<sup>th</sup> GT-ADI-INT meeting. It considered the current definition as accurate, research-based and complete. It further expressed concerns for the emphasis put on issues like security and protection of national labour market rather than on equality. It finally considered some of the proposed additions as going beyond the scope and remit of integration policies. In the spirit of compromise, the Chair suggested an alternative proposal which would address some of the concerns of the Russian Federation while emphasising on the need to achieve equality and openness. The proposal would not change the goals of intercultural integration policies although it would recognise that some countries may wish to complement the intercultural integration model with principles and measures that could facilitate a proper understanding by migrants of the legal, socio-economic and administrative frameworks of the receiving countries.

In the lack of agreement to the compromise proposal, the majority recommended to reject the proposal of amendment. The latter, together with the compromise by the Chair, is reflected in Appendix II of the draft Recommendation.

- **Addition of a new paragraph to define Multilevel governance (now paragraph 2): endorsed**

The CDDG noted that the draft Recommendation circulated for the public consultation was lacking a definition of Multilevel governance while the latter is a key element of the recommended measures. The Secretariat, under the authority of the Chair, proposed the inclusion of a new paragraph based on

the definition contained in the Model Framework (document CDADI(2021)6). The proposal was endorsed by consensus, after some slight amendments.

- **Amendments to paragraph 6 on the goals of intercultural integration: rejected by majority**

The Russian Federation proposed to complete the paragraph defining the goals of intercultural integration with the addition of the word “secure”. The Chair proposed to replace it with the word “safe”. In the conversation which followed, the Group finally agreed to endorse the word “secure”. However, the Russian Federation further suggested to delete the last part of the sentence referring to the benefits of diversity, to which the majority could not agree.

In the lack of agreement, the majority recommended to reject the proposal of amendment. The latter, together with the compromise by the Chair, is reflected in Appendix II of the draft Recommendation.

- **Amendments to paragraph 8 on the targets of intercultural integration policies: rejected by majority**

The Russian Federation proposed two amendments: to delete the words: “to embrace diversity”; and to add a reference to the promotion of “adaptation”<sup>1</sup> among the goals of intercultural integration. The main arguments for those proposal were that: 1) embracing diversity only takes into account the positive aspects of it, neglecting the potential negative impact of diversity on local populations; 2) adaptation measures should be part of the intercultural integration model.

The majority already rejected these proposals through the written procedure. The main argument was that this paragraph refers to the four core principles and overall goals of intercultural integration which apply to the whole society and therefore do not consider unilateral adaptation of migrants. The goal of the paragraph is to emphasise on the need for interaction across diversities (so including the intrinsic diversity of the local population) and for openness towards diversity as a resource. Focussing the policy making process on the positive potential of diversity is an effective way to empower diversity to become a benefit for the society.

In the spirit of compromise, the Chair proposed to reformulate the reference to diversity, and to refer to “mutual” adaptation so as to emphasise that integration is a two-way process. The Russian Federation declared ready to consider the first compromise on diversity but could not agree to the bidirectional approach to adaptation. Hence, the majority recommended to reject the proposal of amendment. The latter, together with the compromise by the Chair, is reflected in Appendix II of the draft Recommendation.

- **Amendments to paragraph 9 on reference to adaptation: rejected by majority**

The Russian Federation proposed two amendments: to delete reference to active citizenship and participation for all; and to define adaptation as one of the requirements of intercultural integration policies.

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<sup>1</sup> It should be noted that “adaptation” was the object of several proposals of amendments and of very thorough discussions on the opportunity to use this concept in the draft Recommendation. A summary of the main position is detailed under the section on “paragraph 9” below.

The main arguments of the Russian Federation were: 1) that citizenship is a right and a concept with certain bounds; it is not open to everyone, but it is submitted to certain conditions and requirements that are outlined in national legislations; 2) that adaptation of migrants is required to safeguard national culture, traditions, and rules, as well as peaceful coexistence. The concept is – in the views of the Russian Federation - recognised and acknowledged in the Model Framework. It is also contained in the EU Action Plan 2021-2027 on integration and inclusion. Hence, the draft Recommendation should refer to it.

The majority had already rejected these proposals of amendments through the written procedure, by evoking their attachment to the principle of active citizenship and participation as a core element of intercultural integration, and by rejecting the idea of unilateral adaptation of migrants, which has been demonstrated not to work in the context of the assimilation policy model.

During the meeting, many delegations stressed that – as detailed in the Model Framework, chapter 4 - active citizenship and participation is not to be intended as a right to acquire nationality, but as “forms of participation that would enable foreign residents and – more broadly non-citizens – to be involved in shaping at least the local policies that affect the life of the community in which they live”. It was therefore suggested to add a footnote in this sense, proposal which the Russian Federation could not endorse after considering that the Model Framework does not suggest a right to active citizenship and participation “for all”.

On the issue of adaptation, the majority noted that this term is not used by social science or integration policy-makers, practitioners and academia in the vast majority of member states. They further expressed strong concerns about the risk of unilateral adaptation to be intended as “assimilation”. A focus on the adaptation of migrants (only) to a given and fixed context, without a requirement for the adaptation of society as a whole to diversity, would undermine the positive potential of diversity and make intercultural interaction among persons with different backgrounds meaningless; it would also deny migrants’ right to equal treatment by establishing differences with the majority population. All this would make the concept incompatible with the core principles of the intercultural integration policy model promoted by the Council of Europe. The majority also evoked possible inconsistencies with the overall understanding of integration as a two-way street under other Council of Europe instruments (eg. ECRI, the Framework Convention for the protection of national minorities, and some CM Recommendations), and noted that the selective quoting of the EU action plan gives an incomplete understanding of it<sup>2</sup>.

They finally noted that – while the Model Framework does mention adaptation after being amended in the spirit of compromise – it either refers to the smooth adaptation of the whole society, or to “Integration measures for migrants (sometimes also called adaptation measures, or harmonisation measures, or introductory programmes)”, as a way to acknowledge that some states may wish to complement the intercultural integration model with other measures. The Secretariat stressed that

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<sup>2</sup> The full quote from the EU action plan is the following: (integration) “must also be a two-way process whereby migrants and EU citizens with migrant background are offered help to integrate and they in turn make an active effort to become integrated. The integration process involves the host society, which should create the opportunities for the immigrants' full economic, social, cultural, and political participation. It also involves adaptation by migrants who all have rights and responsibilities in relation to their new country of residence”.

the definition of “adaptation” is actually contained in the Glossary of the Model Framework, which also acknowledges other integration models and approaches (including multiculturalism and intersectionality) without suggesting they are integrated parts of the intercultural integration policy model.

The Russian Federation informed that they consider the statement they made at the 3<sup>rd</sup> CDADI meeting as an interpretative statement of the Model Framework. They further made an alternative proposal emphasising on the rights and responsibilities of migrants.

The Chair put forward an alternative compromise that would limit the extent of active citizenship and participation, and emphasise on the need for migrants to properly understand the obligations and rules of the host countries.

In the lack of agreement, the majority recommended to reject the proposals of amendments and to reflect both minority proposals in Appendix II of the draft Recommendation.

- **Addition of a new paragraph 10 on defining adaptation: rejected by majority**

The Russian Federation proposed the addition of three new paragraphs (13bis, ter and quarter) under a new heading on “Promoting adaptation”, within the chapter of the draft Recommendation devoted to the “Principles of intercultural integration”. Paragraph 13bis would define pathways to facilitate migrants’ adaptation to the host society; paragraph 13ter would pursue the goal of preventing spatial segregation; paragraph 13quarter would grant equal opportunities to persons in the process of adaptation to accessing migration-related services.

Noting some repetitions in the proposed formulations, the Chair preliminarily suggested to work on alternative proposals that would consist in: 1) merging and reformulating paragraphs 13bis and quarter; 2) and slightly amending paragraph 13ter which would be further relocated under the chapter on interaction (currently paragraph 27). These preliminary proposals were agreed by consensus.

However, while the Group unanimously agreed on the endorsement of new paragraph 27, it could not agree on the addition of a new paragraph on adaptation. The proposal made during the meeting by the Russian Federation would be agreeable by the majority on the condition that the language is improved by specifying the complementarity of adaptation measures with regards to intercultural integration, and that these are implemented “where applicable”, i.e., by the countries which so wish.

In the lack of agreement, the majority recommended not to add a new paragraph on adaptation and to reflect both minority proposals in Appendix II of the draft Recommendation.

- **Addition of a new paragraph 10 on reference to the rule of law: endorsed**

The Russian Federation proposed to add a new paragraph (originally 16bis) under the new heading “Rule of law”, to ensure migrant integration policies contribute to combating terrorism, human trafficking, drug trafficking, use of forced labour, organisation of illegal migration and other forms of crime, as well as to improving migration control mechanisms and precluding violations of migration laws.

The majority had already rejected this proposal through the written procedure. The main arguments were that maintaining the rule of law falls out of the scope of intercultural integration policies and is

an implicit principle in the Council of Europe area. They also found that the original proposal referred to matters which are out of CDADI competence, and for which there are other Council of Europe instruments that define more appropriate frames.

The Secretariat recalled that the Council of Europe has no competence in the fields of migration control mechanisms. In the spirit of compromise, the Chair made an alternative proposal which was endorsed by consensus.

- **Deletion of paragraph 13 on an intersectoral approach: rejected**

The CDDG noted a redundancy in paragraph 13 on the intersectoral nature of intercultural integration policies, in particular with regards to paragraphs 8, 11 and 14. It therefore suggested the deletion of paragraph 13. Although the majority supported this proposal, the Group noted the disagreement of the Russian Federation and therefore decided by consensus to reject the proposal of deletion.

- **Amendments to paragraph 16 on the principles of intercultural integration: rejected by majority**

The Russian Federation proposed to complete this paragraph by adding reference to additional principles including promoting adaptation and maintaining the rule of law. The arguments for both have been already detailed<sup>3</sup>. They further proposed to add the word “cultural” before “diversity”, a proposal that had been already made and rejected by consensus in the discussions leading to the adoption of the Model Framework.

Along similar lines, the Assembly of European Regions (AER) proposed to complete this paragraph by adding reference to non-discrimination, the need for a common culture and for intercultural dialogue, and inclusive and participatory governance.

The Group did not discuss the proposal by AER due to the lack of support by at least one elected member. The reason for that was that the principles of intercultural integration have been already agreed upon. They are four, as detailed in the Model Framework and as mirrored by the following chapters of the draft Recommendation. The same argument determined the rejection by majority recommendation of the proposals of amendments by the Russian Federation noting, in addition, that the Group had already agreed to the introduction of a specific paragraph on the rule of law, and it expressed a clear position on the opportunity to refer to unilateral adaptation. The majority further recommends CDADI to ensure consistency among (to be) adopted texts.

The proposal of amendment by the Russian Federation is reflected in Appendix II of the draft Recommendation.

- **Amendments to paragraph 17 on an intersectional and gender sensitive approach: endorsed**

The Russian Federation proposed to delete reference to an intersectional and gender sensitive approach applied to intercultural integration policies. Noting the strong opposition of many delegates from both the state and the local levels and, after stating the opposition of the government she represents, the Chair recalled the need to work towards reaching consensus and asked the Group to agree on the proposed deletion on the condition that the paragraph would be amended to contain

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<sup>3</sup> See for reference sections on paragraphs 8 and 9, addition of new paragraph 10, and paragraph 10.

reference to all forms of direct and indirect discrimination, proposal which was endorsed by consensus.

- **Amendments to paragraph 18 on permanent residence and voting rights: endorsed**

The Russian Federation proposed to delete reference to early access to local voting rights and to emphasise on the need for clear and simple rules for obtaining permanent residence and or naturalisation. The Chair noted the attachment of the majority to the recommendation of promoting early access to local voting rights, something that is already done in many Council of Europe member states; she further recognised the advantage of clarifying and simplifying the rules for both naturalisation and permanent residence, as suggested by the Russian Federation, and exhorted the Group to look for a compromise. The Russian Federation declared ready to support reference to local voting rights provided their recognition would be granted “where applicable”, so to leave member states the choice on their opportunity. The paragraph was therefore amended and endorsed by consensus.

- **Amendments to paragraph 21 on a reference to adaptation: rejected by the majority**

The Russian Federation proposed to add reference to adaptation as one of the tools to minimise the risk of diversity-related conflicts. For the reasons already explained, the Group could not agree to this proposal of amendment.

In the spirit of compromise, the Chair proposed to replace adaptation by a reference to integration programmes. These are implemented in many intercultural cities as well as in some countries, and consists of specific programmes for migrants and refugees to get acquainted with the legal and administrative frameworks of their new homes, supporting them to acquire the knowledge of the local language, assess and complement their competences and skills so to facilitate their smooth integration into the job market, get acquainted with the tax system and, in more and more countries, get proper training on human rights, including on gender equality. Although supported by many delegations, the proposal of the Chair could not be agreed upon by the Russian Federation.

In the lack of agreement to the compromise proposal, the majority preferred to reject the proposal of amendment. The latter, together with the compromise by the Chair, is reflected in Appendix II of the draft Recommendation.

- **Amendments to paragraph 22 to improve linguistic consistency: endorsed**

The Secretariat, under the authority of the Chair, made a proposal to improve consistency in the use of terminology following a comment made in this sense by the CDDG under the public consultation. The proposal was discussed and endorsed by consensus.

- **Amendments to paragraph 23 on an intersectional and gender sensitive approach: endorsed**

The Russian Federation proposed to delete reference to an intersectional and gender sensitive approach in intercultural integration policy-making. Based on the decision applied to paragraph 17, the Group agreed by consensus to the amendment.



- **Amendments to paragraph 24 on hate speech and freedom of expression: rejected by the majority**

The Russian Federation proposed amendments to the paragraph relating to hate speech and stereotypes so to include reference to the right to freedom of expression and to remove the reference to gender and other stereotypes relating to migrants' cultures, religious beliefs and traditions. The argument of the Russian Federation was that – from a legal point of view – the original paragraph would suggest that hate speech limits freedom of expression. Concerning the second amendment, the argument was that religion and traditions may lead to terrorism and violent extremisms.

The Group already opposed to these proposals through the written consultation suggesting, on the one hand that it is inappropriate to suggest a link between migration and terrorism; on the other hand, considering that preventing and combating stereotypes, prejudice and hate speech is not in contradiction with the right to freedom of expression.

Considering the importance of the right to freedom of expression the Secretariat, under the authority of the Chair, made an alternative proposal consisting in referring to art. 10 of the European Convention on Human Rights in the terms provided by the Guide on Article 10 issued by the Registry of the European Court of Human Rights in April 2021. On the deletion of a reference to gender stereotypes, the Secretariat noted that the matter is already addressed by Recommendation CM/Rec(2019)1 of the Committee of Ministers to member States on preventing and combating sexism which can be already applied by member states which so wish<sup>4</sup>. With this in mind, the Secretariat suggested to replace the list of specific stereotypes with a more generic reference to “diversity-related stereotypes”. Finally concerning terrorism, the Secretariat noted that the paragraph already mentions the need to build resilience against radicalisation leading to violent extremism, and that the latter includes all forms of violence already.

The Group discussed the proposals at length. It produced a new alternative proposal on which the Russian Federation reserved its position. In the lack of agreement, the majority recommended to reject the proposal of amendment and to reflect the minority positions in Appendix II of the draft Recommendation.

- **Amendments to paragraph 25 on positive narratives and political discourse: endorsed**

The Russian Federation had proposed the deletion of this paragraph noting the lack of objective language (emphasis was given to the need for more positive discourse in relation to diversity and integration). The Group considered that positive political discourse and narratives are indeed needed to predispose the society to see the benefits that diversity may bring. However, they also showed understanding for the arguments of the Russian Federation. Taking all points of view into account, the Chair made a compromise proposal which was agreed upon by consensus.

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<sup>4</sup> It should be noted that – at the adoption of this Recommendation - the Russian Federation has reserved the right to comply with it or not.

- **Addition of a new paragraph about cooperation with the media (would have been new paragraph 26): rejected**

The International Eurasia Press Fund proposed an amendment to encourage public authorities to partner with journalists' associations as well as with media and social media organisations to ensure a comprehensive coverage of matters related to intercultural integration, including successful stories about migration and diversity. They further suggested to encourage the media sector to diversify their editorial staff and to ensure inclusiveness throughout content production and distribution. The proposal of amendment was discussed after receiving support by several delegations who considered it in line with the strategic approach to communication suggested in the Model Framework. However, considering the opposition of the Russian Federation, the Group unanimously agreed to reject this proposal.

- **Amendments to paragraph 26 to improve linguistic consistency: endorsed**

The Secretariat, under the authority of the Chair, made a proposal to improve consistency in the use of terminology following a comment made in this sense by the CDDG under the public consultation. The proposal was discussed and endorsed by consensus.

- **Addition of a new paragraph on preventing segregation (now 27): endorsed**

As already detailed<sup>5</sup>, the addition of this paragraph was presented by the Russian Federation initially as new paragraph 13ter. The paragraph was amended and endorsed by consensus.

- **Amendments to paragraph 28 to improve linguistic consistency: endorsed**

The Secretariat, under the authority of the Chair, made a proposal to improve consistency in the use of terminology following a comment made in this sense by the CDDG under the public consultation. The proposal was discussed and endorsed by consensus.

- **Amendments to paragraph 31 on targeted policies for specific groups: endorsed**

On the occasion of the public consultation the CDDG noted that, while the intercultural integration model calls to not target "specific diverse groups", this paragraph in its initial formulation advocated for targeted approaches for women, children, youth and individual with specific needs. Under the authority of the Chair, the Secretariat made a proposal to clarify that those targeted approaches can enhance intercultural integration policies, where appropriate. The proposal was endorsed by consensus.

- **Amendments to paragraph 34 on local self-governance: endorsed**

The CDDG suggested the attention should be paid to implications of local self-governance (also included in the European Charter of local self-government) noting that, although central governments are the primary addressees and bodies responsible for the implementation of the draft Recommendation, the principle of local autonomy would benefit from some specific and

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<sup>5</sup> See above, section on new paragraph 10 on defining adaptation.

precautionary language as regards to who is to take the necessary measures and how local / regional authorities are to be involved and associated whilst preserving the principle of autonomy.

Under the authority of the Chair, the Secretariat made a proposal of amendments which was discussed, further amended, and finally endorsed by consensus.

- **Amendments to paragraph 35 on specific competences: endorsed**

Along the same lines as for the proposal above, this paragraph was amended to take into account a suggestion by the CDDG, and endorsed by consensus.

- **Amendments to paragraph 41 on local cross-border authorities: endorsed**

CDDG noted that the definition of local cross-border authorities is difficult to understand. The Group unanimously agreed to its deletion.

#### **4. Next steps**

The Group did not have the time to address this agenda item.

#### **5. List of Recommendations**

The Working Group:

1. Took note with satisfaction of the adoption of document CDADI(2021)6 - Model Framework for an Intercultural Integration Strategy for the National Level and thanked the CDADI for their trust;
2. Discussed, amended and endorsed by majority recommendation the draft Recommendation on multi-level policies and governance for intercultural integration; it further instructed the Secretariat to reflect the minority positions in the draft text, and to submit it to editorial proofreading;
3. Entrusted the Chair with the task of finalising the draft in light of the formal changes required by the quality check, and to forward it to CDADI with their recommendation of endorsement at its next meeting;
4. Expressed its gratitude to the Valencia Regional Authorities for the warm hospitality and excellent hosting of the meeting.

#### **6. Closing**

The Chair gave the floor to Ms Mónica Oltra, Vicepresident of the Generalitat Valenciana and Regional Minister for Equality and Inclusive Policies for her closing words. In her statement, Ms Oltra reaffirmed the attachment of the Generalitat Valenciana to the Council of Europe values, and shared a few examples of welcoming and integration policies implemented by the Region. Ms Oltra's statement can be found in Appendix IV to this report.

After that, the Chair warmly thanked the members of the Working Group, other participating states, and the Secretariat for their commitment and energy during the past year and a half, allowing the Working Group to make a meaningful contribution towards improving integration policies in the Continent.

## Appendix I

### AGENDA

**28 September, 9.30 – 12.30 a.m. CET – 2.30 – 5.00 p.m. CET (with coffee breaks)**

9.30 Chair: *Claudia Emmanuel LAREDO, Bilbao (acting Chair)*

- 1. Opening and welcoming remarks by the Chair and the host authorities**
- 2. Information on latest developments and Agenda**

Report by the Chair on latest developments since the fourth GT-ADI-INT meeting, including the outcomes of the 3<sup>rd</sup> CDADI meeting and the launch of the public consultation procedure. Presentation and adoption of the draft agenda.

Information documents:

**GT-ADI-INT(2021)5** – Report of the third meeting

**CDADI(2021)6** - Model Framework for an Intercultural Integration Strategy for the National Level (adopted on 17 June 2021)

**CM/Rec(2015)1** - Recommendation of the Committee of Ministers to member States on intercultural integration

Working document:

**GT-ADI-INT(2021)7** – Draft Agenda

The GT-ADI-INT is invited

- to take note of the information on latest developments
- to review and adopt the draft agenda

### **3. Draft Recommendation on multi-level policies and governance for intercultural integration**

Working documents:

**CDADI(2021)7prov4** – Consolidated draft Recommendation on multi-level policies and governance for intercultural integration

**GT-ADI-INT(2021)8-Bil** – Contributions from the public consultation on the draft Recommendation

**GT-ADI-INT(2021)9** - Comments made by CDADI and GT-ADI-INT members on the proposals of amendments submitted by the Russian Federation on the Consolidated draft Recommendation on multi-level policies and governance for intercultural integration. Extracts from Document CDADI(2021)7prov-add-BIL, Strasbourg, 28 May 2021

Presentation by the Secretariat of the outcomes of the public consultation.

Presentation of the latest amendments and or/proposals presented to document CDADI (2021)7prov4 – Consolidated draft Recommendation on multi-level policies and governance for intercultural integration.

Overall discussion.

Discussion and endorsement amendment by amendment: preambular and operational parts.

Appendix to the Consolidated draft Recommendation: overall views, discussion amendment by amendment, and endorsement page by page.

5.00 p.m. *End of first day*

<b>29 September 2021, 9.30 – 12.30 a.m. CET – 2.30 – 5.00 p.m. CET (with coffee breaks)</b>
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### **(cont.) 3. Draft Recommendation on multi-level policies and governance for intercultural integration**

The GT-ADI-INT is invited:

- to discuss, (amend) and endorse the Consolidated draft Recommendation on multi-level policies and governance for intercultural integration, and to submit it to CDADI for final adoption.

#### **4. Next steps**

General discussion on activities to ensure the implementation of the draft Recommendation once adopted by the Committee of Ministers, including awareness raising about the new standard, current and future pilot projects on multilevel governance of intercultural integration, the involvement of the regional level, etc.

#### **5. Study visit**

Presentation by the host authorities of the programme of the Study visit to take place on 30 September 2021 (**NB: for participants attending in person only**).

#### **6. AOB**

#### **7. Closing remarks by the Chair and the host authorities**

Closing remarks by Ms Mónica Oltra, Vicepresident of the Generalitat Valenciana and Regional Minister for Equality and Inclusive Policies, and the Chair.

## Appendix II – List of participants

### ELECTED MEMBERS

#### AZERBAIJAN

**Agil SHIRINOV**

**Confirmed**

Professor,  
Rector of the Azerbaijan Institute of theology,  
Assistant professor at the Department of religious studies,  
Azerbaijan Institute of theology,  
Baku, Azerbaijan.

#### BELGIUM

**Tom De BRUYN**

**Confirmed**

Deputy to the director at the Agency for Home Affairs,  
Department of Equal Opportunities, Integration and Civic Integration of the Government of Flanders  
Belgium.

#### BERGEN (NORWAY)

**Sølve SÆTRE**

**Confirmed**

Special advisor for diversity,  
Advisor on political issues concerning refugees, Roma inclusion,  
LGBTI, prevention of radicalisation, gender equality and faith issues,  
Department for culture, diversity and equality,  
Bergen, Norway.

#### BILBAO (SPAIN)

**Claudia EMMANUEL LAREDO (Vice-chair)**

**Confirmed**

City official,  
International cooperation and coexistence department,  
Bilbao, Spain.

#### BRADFORD (UNITED KINGDOM)

**Ian DAY**

**Confirmed**

Assistant director,  
Neighbourhood and customer services,  
Bradford Council,  
Bradford, United Kingdom.

#### BURSA-OSMANGAZI (TURKEY)

**Şenol DÜLGER**

**Confirmed**

External relations coordinator,  
Bursa-Osmangazi, Turkey.

#### CROATIA

**Mirela ŠAVRLJUGA**

**Confirmed**

Advisor at Government and Government Office,  
Office for Human Rights and Rights of National Minorities,

Zagreb, Croatia.

**FINLAND**

**Peter KARIUKI**

Senior specialist, Secretary general,  
Advisory Board for Ethnic Relations (ETNO),  
Ministry of justice,  
Department of democracy and public law,  
Helsinki, Finland.

**Confirmed**

**IOANNINA (GREECE)**

**Dionysia AMPATZIDI**

Senior advisor to the Mayor of Ioannina on social and migration policy,  
Ioannina, Greece.

**Confirmed**

**ITALY**

**Nadan PETROVIC**

Professor, Coordinator of the Centre for migration and refugee studies,  
Rome, Italy.

**Confirmed**

**(THE LONDON BOROUGH OF) LEWISHAM (UNITED KINGDOM)**

**Philip BAKER**

Borough of Sanctuary manager,  
London Borough of Lewisham, United Kingdom.

**Confirmed**

**LIMASSOL (CYPRUS)**

**Nenad BOGDANOVIC**

Intercultural counsellor,  
Limassol, Cyprus.

**Confirmed**

**LUBLIN (POLAND)**

**Krzysztof STANOWSKI**

Director of the International cooperation centre,  
Lublin, Poland.

**Confirmed**

**NORTH MACEDONIA**

**Robert ALAGJOZOVSKI**

National coordinator for interculturalism,  
One society, development of culture and inter-ministerial cooperation,  
Government of North Macedonia,  
Skopje, North Macedonia.

**Confirmed**

**NORWAY (Chair)**

**Pia Buhl GIROLAMI**

Policy director,  
Ministry of education and research,  
Department of integration,  
Oslo, Norway.

**Confirmed (Apologised)**

## **PORTUGAL**

### **Cecília MENDES**

Senior adviser,  
High commission for migration (ACM),  
Lisbon, Portugal.

**Confirmed**

## **REGGIO EMILIA (ITALY)**

### **Gianluca GRASSI**

Cabinet of the Mayor,  
Reggio Emilia, Italy.

**Confirmed**

## **REYKJAVIK (ICELAND)**

### **Joanna MARCINKOWSKA**

Immigrant specialist,  
Human rights and democracy office,  
Reykjavik, Iceland.

**Confirmed**

## **SPAIN**

### **Karoline FERNANDEZ DE LA HOZ**

Director,  
OBERAXE (Spanish Observatory Against Racism and Xenophobia),  
Government of Spain,  
Ministry of inclusion, social security and migrations,  
Madrid, Spain.

**Confirmed**

## **UNITED KINGDOM**

### **Ben GREENER**

Deputy director for faith, integration and communities,  
Ministry of housing, communities and local government,  
Local Government & Communities,  
United Kingdom Government,  
London, United Kingdom.

**Confirmed**

## **COUNCIL OF EUROPE MEMBER STATES**

## **LUXEMBOURG**

### **Pierre WEISS**

Ministry of the Family, Integration and the Greater Region,  
Luxembourg.

**Confirmed**

### **David MARQUES**

Social Assistant at the Department of Integration,  
Ministry of the Family, Integration and the Greater Region,  
Luxembourg.

**Confirmed**

## **MALTA**

### **Alexander TORTELL**

Head of Integration and Anti-Racism Unit,  
CDADI Member,

**Apologized**



Human Rights and Integration Directorate,  
Ministry for European Affairs and Equality,  
Valletta, Malta.

#### **RUSSIAN FEDERATION**

**Konstantin KOSORUKOV**

Senior Counselor,  
Permanent Representation of the Russian Federation in Strasbourg.

**Confirmed**

#### **OBSERVER STATES**

#### **CANADA**

**Mary COULTER**

Counsellor (Migration),  
Mission of Canada to the European Union,  
Brussels, Belgium.

**Confirmed**

#### **EXPERTS/SPEAKERS**

**Rosaria DE PAOLI**

National coordinator,  
Italian Network of Intercultural Cities (Città del Dialogo)  
Milan, Italy.

**Confirmed**

**Carla CALADO**

National coordinator,  
Portuguese Network of Intercultural Cities (RPCI)  
Lisboa, Portugal.

**Confirmed**

**Gemma PINYOL**

National coordinator,  
Spanish Network of Intercultural Cities (RECI)  
Barcelona, Spain.

**Confirmed**

#### **COUNCIL OF EUROPE**

**DG II - Directorate General of Democracy  
Directorate of Anti-discrimination**

**Ivana D'ALESSANDRO**

Head of the Intercultural Cities unit,  
Secretary of GT-ADI-INT.

**Confirmed**

**Irena GUIDIKOVA**

Head of Anti-discrimination and cooperation division,  
Co-Secretary of GT-ADI-INT.

**Confirmed**

**Wolfram BECHTEL**

Co-Secretary of the Steering Committee on Anti-Discrimination,  
Diversity and Inclusion (CDADI)

**Confirmed**

**Andrea WICKSTRÖM**  
Project officer,  
Intercultural Cities unit.

**Confirmed**

**Yann PRIVAT**  
Administrative assistant,  
Intercultural Cities unit.

**Confirmed**

## **Appendix III**

### **Opening statement by Mr Joan CALABUIG RULL**

#### **Secretary of the Valencian Government for the European Union and external relations**

Ladies and Gentlemen

First of all, on behalf of the President of the Generalitat - the Region of Valencia - I want to express you our warmest welcome to Valencia, and for those who follow the meeting via telematics.

We are very honoured to receive you here in our city.

The Council of Europe is the most important reference when we talk about human rights, democracy and the rule of law, and our government is absolutely committed, as it cannot be otherwise, to all of this.

Since 2015, we have strengthened relations with the Council of Europe, thus diversifying our external action, as we are convinced of the need to strengthen ties with the Council, consolidating our people-centred policies, based on the resolutions adopted by the Council, especially the European Convention on Human Rights and the European Social Charter.

When we talk and act about the integration of migrants, we obviously cannot ignore the principles and recommendations that come to us from the Council of Europe if we want to develop policies that respect the dignity of the person, the rights of migrants.

The Valencian Region is a caring and welcoming region, as demonstrated in 2018 when we gave shelter to the Aquarius boat and the people who travelled there were able to go ashore, receive social and medical assistance, treating them as human beings, thus reintegrating a dignity that had been taken from them - something that had been denied to them in other countries governed at that time by people, not only insensitive, but also reactionary.

Migration hides, behind figures that only make human trauma invisible, thousands of stories of men and women who only seek a dignified life project, risking their lives and those of their families.

For those many reasons, when they arrive here, we must treat them as what they are, human beings. We must also combat those who criminalize them and who make them the focus of their hatred.

I insist in our gratitude for having chosen Valencia for this 5th meeting of this working group.

You all have two days of intense work and interesting discussions ahead, I wish you success in your job and, if possible, enjoy our city and find some time to know it.

Thank you

## **Appendix IV**

### **Closing statement by Ms Mónica Oltra**

#### **Vicepresident of the Generalitat Valenciana and Regional Minister for Equality and Inclusive Policies**

Good afternoon to the people attending the meeting here and those who follow us on-line.

First of all, I wanted to tell you that for the Generalitat it has been an honour to welcome you to the fifth meeting of this working group. It is also a joy that you are here because it means that the pandemic is descending and, little by little, we recover direct contacts and normality returns.

I hope that the work has been fruitful and that these Valencian lands, welcoming and supportive, have inspired you.

For the Generalitat and, especially, for me, it is an honour to have here a working group of the Council of Europe, an organisation that I have had the pleasure of visiting several times, attending and speaking in different forums, and whose work is an inspiration for those of us who are on the side of human rights and work to guarantee the dignity of people.

In relation to migration, the Valencian Community has always proven to be a welcoming and supportive region. Since 2015 the political action of the Valencian government has always gone in that direction, it has always worked, and we will continue to do so, guaranteeing a shelter and inclusion based on full respect for human rights, international legislation and following the standards of the Council of Europe.

We are aware that social inclusion consists of newcomers adapting to the dictates of the place of reception. Integration must be multilateral, it must be a work of all parties involved and this is how it was reflected in our Valencian Migration Strategy, a political commitment of the Valencian government.

We are witnessing a rise of xenophobic and racist ideologies that makes essential the design of a comprehensive migration policy, which should take into account all the dimensions of inclusion and coexistence interrelated with each other.

I know that you are aware of the document, because it was presented during the first meeting of this working group, so I will not go into details, but I would like to tell you that the strategy, in addition to having been shaped through a participatory and open process, has always followed, and has been based on, the principles and recommendations of the Council of Europe.

The Valencian migration strategy is a model that can be easily replicated and adaptable to other regions, if there is the will to establish a model that is based on respect for human rights, interculturality and guaranteeing an inclusive society.

In fact, the Valencian Community has two more strategies that cover other groups: the "Valencian strategy for equality and inclusion of the Roma people" and the "Valencian strategy for equal treatment, non-discrimination and the prevention of hate crimes".

These commitments guarantee a clear roadmap to achieve the objectives established in them and control measures that ensure their correct development.

Another of the projects we are developing is the pilot program of Valencian Community Twinning in terms of reception and integration of people in need of international protection. We are a pioneering project in Spain, together with the Basque Country.

This initiative is part of the principles established by the New York Declaration for Refugees and Migrants, approved by the United Nations General Assembly on September 19, 2016.

It responds to the deficiencies observed in the reception and integration of migrants and refugees. This Declaration establishes a Comprehensive Response Framework for refugees, with specific actions that are necessary to ensure:

- prompt and well-founded reception and admission measures.
- support for immediate and persistent needs (as protection, health or education);
- support for national and local institutions and communities receiving refugees.
- and greater opportunities for the development of durable solutions.

I have had the opportunity to personally meet the families who are currently participating in this project, who live, study, work, grow and fall in love in the Valencian Community, and I can assure you that it is an initiative that fully justifies any political action made with heart and solidarity, in addition to being based on international law.

That is why I sincerely hope that the contributions of the Valencian Community in relation to migration, interculturality and respect for human rights and dignity have interested you.

And I reiterate my gratitude for having chosen Valencia for your work meeting. I sincerely hope that you will place this European region on the international map of human dignity, which will continue to await and welcome you with open arms and hearts.

Thanks a lot.