



Supplementary Human Dimension Meeting

Inclusion as a way to promote tolerance and non-discrimination: Supplementary Human Dimension Meeting III

2-3 June 2025

Vienna

FINAL REPORT



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1. EXECUTIVE SUMMARY

The third Supplementary Human Dimension Meeting (SHDM) of 2025, organized by the Finnish OSCE 2025 Chairpersonship with the support of the OSCE Office for Democratic Institutions and Human Rights (ODIHR), was entitled “Inclusion as a way to promote tolerance and non-discrimination.”

The meeting provided an opportunity for OSCE participating States (pSs), OSCE institutions and executive structures, international organizations, civil society and other stakeholders to exchange views on this pertinent topic and formulate relevant recommendations.

The sessions and ensuing discussions focused on the central role of inclusion in advancing tolerance and non-discrimination across the OSCE region. Participants emphasized that inclusive societies are more resilient, cohesive, and secure, and that inclusion must be embedded across all areas of policymaking, from education and employment to digital access and public participation.

Discussions highlighted the experiences of minority communities, youth, women, persons with disabilities, and religious or belief communities and others. The importance of intersectional approaches to address overlapping forms of discrimination was repeatedly stressed. The meeting explored practical strategies to promote inclusion, including interfaith, interreligious and intercultural dialogue, inclusive and rights-based education, community-informed national action plans, and equitable access to justice. Speakers emphasized the need to move beyond rhetorical commitments by implementing targeted, data-driven measures and ensuring the meaningful participation of civil society and underrepresented groups in decision-making.



Ambassador Vesa Häkkinen, Chairperson of the OSCE Permanent Council, delivering opening remarks during the opening session on 2 June 2025

2. SYNOPSIS OF THE SESSIONS AND RECOMMENDATIONS

OPENING SESSION

Opening remarks:

H.E. Amb. Vesa Häkkinen, Chairperson of the OSCE Permanent Council

Ms. Maria Telalian, Director of the Office for Democratic Institutions and Human Rights (ODIHR)

H.E. Amb. Christophe Kamp, OSCE High Commissioner on National Minorities (HCNM)

Keynote address:

Ms. Rita Marascalchi, Head of unit, Intercultural Inclusion Unit, Directorate General of Democracy and Human Dignity, Council of Europe

Technical information:

Dr. Tea Jaliashvili, First Deputy Director, OSCE Office for Democratic Institutions and Human Rights (ODIHR)

The opening session underscored the importance of inclusion in building resilient and democratic societies, amid growing challenges to human rights, social cohesion, and stability across the OSCE region. Speakers reaffirmed their commitment to the OSCE's comprehensive approach to security, grounded in respect for human rights, fundamental freedoms, and the rule of law, and pointed to the 50th anniversary of the Helsinki Final Act as a timely reminder of the importance of these consensually agreed principles.

H.E. Ambassador Vesa Häkkinen, representing the Chairpersonship, highlighted that the rights and freedoms cited in the Helsinki Final Act are under increasing pressure across the region with intolerance, discrimination, and hate crimes targeting religious or belief communities, ethnic and sexual minorities, persons with disabilities, and others. Ambassador Häkkinen emphasized that these trends pose a direct threat to common security and stability. He drew attention to the multiple and intersecting forms of discrimination faced by women from minority backgrounds, emphasizing the need for targeted, inclusive responses. Ambassador Häkkinen outlined the meeting's structure and discussion topics, including comprehensive and inclusive strategies to address overlapping patterns of intolerance and discrimination, the role of interfaith, interreligious, and intercultural dialogue in fostering inclusivity, and effective ways to promote the participation of underrepresented groups in policymaking processes. He welcomed the contributions of the Chairpersonship's Personal Representatives on tolerance issues and the Special Representative on Youth, Peace and Security, and thanked ODIHR and HCNM for the co-operation in the process of organizing the meeting.

Ms. Maria Telalian, Director of ODIHR, emphasized that true security is rooted in human dignity, equality, and respect for diversity, and that inclusion plays a central role in building peaceful and resilient societies. She underlined that inclusion is not a luxury, but a fundamental requirement for sustainable peace. Recalling the Copenhagen Document, she stressed the importance of enabling all individuals to participate fully and equally in the political, social, and cultural life of their societies. Director Telalian also highlighted the Moscow Ministerial Council Decision, where participating States reaffirmed their commitment to the full and equal

participation of men and women. Referring to the OSCE Action Plan on Improving the Situation of Roma and Sinti, she underscored the continued need to address persistent patterns of exclusion and discrimination. Director Telalian emphasized that inclusion is essential to ensuring that no one is left behind, particularly those who have long been marginalized. She called for stronger efforts to tackle the root causes of racism, xenophobia, intolerance, and discrimination, and emphasized that cohesive societies depend on coordinated efforts by governments and civil society, and reaffirmed ODIHR's ongoing support to participating States and civil society in advancing tolerance and non-discrimination across the OSCE region.

H.E. Ambassador Christophe Kamp, OSCE High Commissioner on National Minorities, emphasized that security is indivisible and that peace is not only about borders, but about people. He stressed that when the rights and dignity of individuals and communities are not protected, this fosters instability. He recalled that the OSCE's comprehensive approach to security, as elaborated in the Helsinki Final Act, affirms that sustainable peace is grounded in the respect for human rights, democratic principles, and the protection of national minorities. Ambassador Kamp referred to the Copenhagen Document, which refers to the right of persons belonging to national minorities to preserve and promote their ethnic, cultural, religious, and linguistic identities. He highlighted that minority women and youth are disproportionately affected by discrimination and exclusion, and announced the forthcoming development of a set of recommendations by the HCNM on minority women and conflict prevention, along with tools designed to support youth participation. He introduced three key recommendations for addressing intolerance and fostering inclusive societies: i) he called on participating States to shift from reactive responses to proactive, data-driven and community-informed national strategies, ii) he highlighted the need to strengthen legal protections and invest in education systems that promote tolerance, critical thinking, historical memory, and digital literacy, iii) he urged the building of broad coalitions, including faith leaders, civil society, educators, and technology actors, and ensure that minority women and youth are recognized as leaders. He concluded by underlining those rights must be implemented in practice, which requires sustained political will and long-term commitment from the OSCE participating States.

Keynote speaker Ms. Rita Marascalchi, Head of Intercultural Inclusion Unit at the Council of Europe, warned of increasing polarization, growing distrust in institutions, and rising levels of hate and discrimination across Europe, as documented in the 2025 Annual Report of the Secretary General of the Council of Europe. She emphasized that this is not a message of despair, but a call to action and highlighted the Reykjavík Declaration, adopted by the Heads of State and Government in 2023, which reaffirmed dignity and equality as the foundations of modern democratic societies, and committed states to building inclusive communities free from exclusion, racism, and intolerance. Drawing a parallel with the OSCE's human dimension of security, Ms. Marascalchi emphasized that democratic security is not only about institutions, but about people. She stressed that inclusion is not secondary, it is essential to peace, trust, and resilience. She presented the Council of Europe's intercultural inclusion approach, built on four principles: equality, diversity advantage, interaction, and active participation. Through the Intercultural Cities Programme, over 160 cities and regions have implemented this model, embedding inclusion into policies on education, housing, urban planning, and public services.

She warned against narratives that portray diversity as a threat, stressing that inclusion is not just a response to diversity, it is an antidote to fear.

Ms. Marascalchi noted that inclusion must be comprehensive and co-created, involving all levels of governance and society. She referenced a forthcoming guidance document on inclusion strategies by the Committee of Experts on Intercultural Inclusion (ADI-INT), which supports a whole-of-society and whole-of-government approach. Ms. Marascalchi emphasized that youth, civil society, and gender equality are engines of inclusion, and that young people must be included not just in consultations, but in decision-making processes. She underscored that civil society organizations are essential partners in fostering inclusive societies but warned that the shrinking of civic space poses a serious threat. Ms. Marascalchi also focused on the value of institutional collaboration, citing the Interagency Academy for Refugee Integration, developed with ODIHR, OECD, and UNHCR, as a successful example of coordinated support for local inclusion. She also outlined four concrete steps that can be taken collectively: i) invest in local action, as cities are where inclusion happens, ii) adopt comprehensive and multilevel inclusion strategies that span all policy areas and levels of government, iii) empower civil society and youth by ensuring space for participation and leadership, iv) communicate positively, shifting discourse to present diversity as a solution, not a threat. In conclusion, Ms. Marascalchi stressed that inclusion is not a “nice to have” but a necessity. It is how societies protect human dignity, build trust, and renew democracy. By bringing together diverse experiences and expertise, she mentioned that this SHDM can serve as a catalyst for building inclusive societies where every person is valued, every voice is heard, and diversity is embraced as a strength.



Opening session panel on 2 June 2025 (from left to right): Ms. Rita Marascalchi, Council of Europe, H.E. Amb. Vesa Häkkinen, Chairperson of the OSCE Permanent Council, Ms. Maria Telalian, Director of ODIHR, H.E. Ambassador Christophe Kamp, OSCE High Commissioner on National Minorities and Dr. Tea Jaliashvili, ODIHR First Deputy Director

SESSION I: Respect: Addressing intolerance and discrimination in the OSCE region in a comprehensive and inclusive manner

Introducers:

Amb. Evren Dağdelen Akgün, Personal Representative of the OSCE Chairperson-in-Office on Combating Intolerance and Discrimination against Muslims

Mr. Gurchaten Sandhu, Director of Programmes, The International Lesbian, Gay, Bisexual, Trans and Intersex Association

Ms. Simona Torotcoi, Advocacy officer, Global Forum of Communities Discriminated on Work and Descent

Moderator:

Mr. Mikolaj Wrzecionkowski, Deputy Head, Tolerance and Non-Discrimination Department, ODIHR

In her remarks, Ambassador Evren Dağdelen Akgün, Personal Representative of the OSCE Chairperson-in-Office on Combating Intolerance and Discrimination against Muslims, emphasized that anti-Muslim hatred is at risk of becoming ingrained in societies and must be addressed before it is irreversible, through recognition, rising to the challenge, and creating pathways to inclusion. She noted that anti-Muslim hatred is intersectional and multidimensional, threatening not only the well-being of Muslim communities but also democracy itself. According to the recent data, reported incidents doubled across parts of Europe between 2022 and 2023, including discrimination, physical attacks, damage to property, and the targeting of mosques. Muslim women are particularly affected, as their visibility often makes them targets of intersecting forms of discrimination based on gender, ethnicity, and religion. Many incidents remain unreported due to fear, mistrust, and the lack of accessible and effective reporting mechanisms.

Ambassador Akgün criticized political narratives that frame Muslims as threats to social cohesion and national identity noting that anti-Muslim hatred is a form of racism. She provided a comprehensive set of recommendations to address it, covering inclusive education, improved data collection, equitable access to justice, socio-economic inclusion, and digital accountability. She stressed that policies must be co-created with Muslim communities, and grounded in disaggregated data and institutional consultation mechanisms. Ambassador Akgün urged investment in structured, consistent interfaith and intercultural dialogue, emphasizing that shared goals and common purpose are essential to fostering inclusive societies.

Mr. Gurchaten Sandhu, Director of Programmes at ILGA, started by highlighting the OSCE commitments under the Helsinki Final Act to protect human rights and fundamental freedoms for all, without distinction. Many communities, including LGBTI persons, Muslims, national minorities, and persons with disabilities, continue to face marginalization and are targeted simply because of who they are. These patterns of intolerance are deeply intersectional and rooted in fear, ignorance, historical injustices, and entrenched socio-economic inequalities.

To address the root causes and foster inclusion, he urged participating States to adopt inclusive national action plans, invest in education, ensure meaningful participation, counter “hate speech” online and offline, and promote economic inclusion through social protection. Mr.

Sandhu stressed that intersectionality must move from theory to practice through meaningful dialogue, disaggregated data collection with community leadership, and inclusive approaches embedded in peacebuilding. To build effective coalitions, Mr. Sandhu called for inclusive and diverse networks, sustainable funding for community-based organizations, and institutionalized, participatory decision-making. He concluded by underscoring that sustained, cross-sector collaboration is essential to building inclusive societies where all individuals live in safety, dignity, and equality.

Ms. Simona Torotcoi, Advocacy Officer at the Global Forum of Communities Discriminated on Work and Descent, emphasized that inclusion is the foundation of respect and a prerequisite for cohesive and secure societies. The human rights situation of Roma and Sinti remains one of the most visible tests of our collective commitment to these values. Despite commitments made two decades ago, progress on Roma inclusion remains fragmented, uneven, and insufficient. Structural anti-Roma discrimination remains largely unaddressed. Roma and Sinti communities continue to be excluded from decision-making processes that affect their lives, reflecting a persistent lack of political will and accountability at both national and local levels.

She warned that this is not only a human rights issue but a security concern. The failure to protect the most marginalized undermines the safety of society as a whole. Rising hate crimes, forced evictions, segregation in education, and limited access to healthcare and employment illustrate the scale of the problem. Ms. Torotcoi emphasized the need to address anti-Roma discrimination across all sectors, stressing that zero-tolerance policies must be matched with active inclusion. She highlighted the importance of Roma representation in institutions and support for Roma civil society, underscoring that structural change is an obligation of institutions that are meant to serve all.

Interventions from the floor highlighted international tools, such as ODIHR's Hate Crime Report, the Council of Europe's recommendations, and the work of ODIHR'S Contact Point for Roma and Sinti Issues (CPRSI). Several speakers underlined the value of cross-sector cooperation, sustained political will, and community engagement to build societies rooted in equality, dignity, and mutual respect.

Recommendations for the OSCE participating States:

- Explore dedicated funding streams for anti-discrimination work.
- Develop and implement national action plans against all forms of intolerance, in consultation with affected communities.
- Promote religious literacy and inclusive education across all sectors of society.
- Improve data collection, including disaggregated data, noting that anti-Muslim incidents are frequently underreported, misclassified, or ignored, while accurate data is essential for resource allocation and victim support.
- Strengthen access to justice, including through well-monitored training for police and prosecutors to build trust and legitimacy.
- Address socio-economic marginalization and exclusion through policies that ensure equal opportunities and eliminate institutional bias, both a symptom and a driver of prejudice.
- Regulate the role of Artificial Intelligence to counteract reinforcing stereotypes and promote digital literacy and collaboration with online platforms.

- Invest in inclusive education to empower youth as champions of inclusion.
- Ensure that marginalized communities shape policies that affect them.
- Combat “hate speech” and misinformation through legislation, community-based efforts, and legal literacy initiatives both online and offline.
- Promote interfaith, interreligious, intercultural, and intergenerational dialogue, to counteract prejudice.
- Recognize and address anti-Roma discrimination in all its forms and across all sectors.
- Promote zero-tolerance policies for discrimination, as well as active inclusion efforts.
- Encourage Roma representation in public institutions.
- Increase funding to civil society and grassroots organizations, including those working on Roma and LGBTI issues.
- Support Roma civil society organizations and experts as essential partners in tackling exclusion and shaping inclusive policies.

Recommendations for the OSCE institutions and field operations:

- Organize regular ODIHR-facilitated conferences to combat prejudice and discrimination against Muslims.

SESSION II: Respond: Addressing intolerance and discrimination in the OSCE region in a comprehensive and inclusive manner

Introducers:

Prof. Dr. Wolfgang Palaver, Personal Representative of the OSCE Chairperson-in-Office on Combating Racism, Xenophobia and Discrimination, also focusing on Intolerance and Discrimination against Christians and Members of Other Religions

Rabbi Andrew Baker, Personal Representative of the OSCE Chairperson-in-Office on Combating Anti-Semitism (video message)

Ms. Linn-Maggi Jannok-Joma, Adviser, Sami Pathfinders

Moderator:

Dr. Kishan Manocha, Head, Tolerance and Non-Discrimination Department, ODIHR

Prof. Dr. Wolfgang Palaver, Personal Representative of the OSCE Chairperson-in-Office on Combating Racism, Xenophobia and Discrimination, also focusing on Intolerance and Discrimination against Christians and Members of Other Religions, emphasized that inclusion through interfaith, interreligious, and intercultural dialogue requires sustained commitment and broad participation. Drawing from various religious and philosophical traditions, he stressed that many religions and beliefs share a call for universal inclusion and mutual understanding. Quoting Pope Francis, he emphasized the need for a “world without borders” where no one is excluded and every person is seen as a gift to society.

He stressed that exclusion and marginalization of religious or belief communities, can undermine social cohesion and peaceful coexistence. In this context, OSCE participating States have recognized that inclusive dialogue is a powerful tool to counter religious intolerance, negative stereotypes, and mistrust. Such efforts must reflect the diversity within and among communities, including age, gender, and ethnicity, and lift the voices of the historically

marginalized. Interreligious dialogue should be inclusive, victim-centred and supported at all levels. Prof. Palaver illustrated this through his experience of organizing an interreligious feast in his Austrian village, where residents from many backgrounds came together, showing how dialogue fosters more inclusive societies.

Rabbi Andrew Baker, Personal Representative of the OSCE Chairperson-in-Office on Combating Anti-Semitism, emphasized the urgency of addressing anti-Semitism in all its forms. He began by referencing the killing of two young diplomats, Sarah Milgram and Yaron Lischinsky, outside the Capital Jewish Museum in Washington, DC. The event they attended aimed to build diplomatic bridges and address the humanitarian crisis in Gaza, uniting Jewish, Christian, and Muslim youth in a shared effort to rise above deep political division.

Reflecting on the 50th anniversary of the Helsinki Final Act, Rabbi Baker noted that democratic progress cannot be taken for granted amid the growing appeal of xenophobic and anti-Semitic movements. Drawing on the Jewish holiday of Shavuot, he reflected of the spiritual and emotional journey required to overcome despair and division. He highlighted the example of the Abrahamic Family House in Abu Dhabi, encompassing a mosque, a church and a synagogue, as a powerful symbol of hope. Despite enormous challenges, he urged participants to be guided by optimism and faith that meaningful change remains possible.

Ms. Linn-Maggi Jannok-Joma, Adviser at Sami Pathfinders, spoke about the importance of youth-led initiatives to combat discrimination against indigenous people by using the example of the Sami people, the indigenous population of Sapmi, spanning parts of Norway, Sweden, Finland, and Russia. Representing the Sami Pathfinders program, she explained how young Sami travel in Norway to present the Sami history, language, and contemporary issues in schools and universities across the country.

Ms Jannok-Joma highlighted how the initiative strengthens awareness and understanding of the Sami as indigenous people, while also countering stereotypes and prejudice. Direct engagement with Sami youth allows Norwegian students to ask open questions, hear authentic perspectives, and form their own informed views, which is especially important in an online environment where misinformation is common. She emphasized that it is vital for Sami youth to speak for themselves to foster mutual understanding, challenge prejudice, fight ethnic discrimination, and empower others to ask questions in a safe, non-judgmental space.

Participants emphasized the need to strengthen freedom of religion or belief, and to advance interfaith, interreligious, and intercultural dialogue alongside inclusive policies across the OSCE region and beyond. Participants further highlighted the role of dialogue in countering hate speech, protecting cultural and religious heritage, and fostering inclusive societies. Reference was made to the 2022 Council of Europe Committee of Ministers Recommendation on combating hate speech and the “We Can” toolkit¹ for human rights speech, as well as ODIHR resources such as the Hate Crime Report². Calls were made for practical, victim-centred approaches and ongoing cooperation to translate international commitments into sustainable and inclusive strategies for peace and mutual respect and understanding.

¹ Accessible at <https://rm.coe.int/wecan-eng-final-23052017-web/168071ba08>.

² Accessible at <https://hatecrime.osce.org/>.

Recommendations for the OSCE participating States:

- Promote, support, and facilitate open, transparent, and inclusive interfaith, interreligious and intercultural dialogue and cooperation initiatives, recognizing that such efforts are often led by religious or belief communities.
- Ensure continuous and appropriate state support for these initiatives, including by providing safe meeting spaces, particularly for youth, to foster engagement, trust, and community cohesion.
- Critically examine the Digital Services Act through the lens of the OSCE commitments and its potential impact on freedom of religion or belief and freedom of expression.
- Recognize the rights of minorities under international law and engage in direct dialogue with minority representatives to solve human rights problems.
- Promote religious literacy for all public officials and state media.

Recommendations for the OSCE institutions and field operations:

- ODIHR to intensify efforts to monitor, document and respond to the destruction and damage inflicted upon religious sites in conflict situations.

SESSION III: Prepare: towards more inclusive approaches to policymaking to advance tolerance, non-discrimination and equality

Introducers:

Mr. Santeri Leinonen, Special Representative of the OSCE Chairperson-in-Office on Youth, Peace and Security

Ms. Iryna Sarancha, Country Coordinator, Abilis Foundation

Ms. Andreea Cârstocea, Senior Researcher, Head of the Equality and Inclusion Cluster, European Centre for Minority Issues

Moderator:

Ms. Elzbieta Kuzborska-Pacha, Senior Legal Adviser, High Commissioner on National Minorities

Mr. Santeri Leinonen, Special Representative of the OSCE Chairperson-in-Office on Youth, Peace and Security, emphasized that exclusion at a young age can feel isolating and confusing, particularly during a time when identities are forming and the need for belonging is strong. He underlined that discrimination and prejudice leave a lasting impact on young people and that all young people should be able to explore their identity without fear and feel both accepted and visible. He underlined both the dangers and opportunities of digital spaces.

While these environments can expose girls and women to harassment and silencing, and boys and men to exclusionary narratives, toxic masculinity, and hate, they also serve as vital lifelines for marginalized young people, including minorities, rural youth, and youth with disabilities, offering connection, identity, and safety. These spaces offer community, solidarity, and even a sense of reality stronger than their offline lives. Mr. Leinonen called for greater responsibility

from societies and institutions in shaping digital environments, highlighting that digital tools are essential for true youth inclusion. He noted that the OSCE, with its regional scope and cooperative structure, is well positioned to address the cross-border nature of digital realities. He pointed to positive developments such as Finland's and Kyrgyzstan's national Youth, Peace and Security action plans, youth engagement at the UN Security Council, and OSCE launch of the Pool of Young Experts. He concluded by calling for a shift from tolerance toward a culture of belonging, where no young person feels alone.

Ms. Iryna Sarancha, Country Coordinator at Abilis Foundation, addressed the specific challenges faced by persons with disabilities in the context of the ongoing Russia's war of aggression in Ukraine. She noted that many existing inclusive policies and safety protocols have proven insufficient under conflict conditions, exposing significant gaps in institutional preparedness. She underlined the importance of developing clear and practical safety measures in consultation with persons with diverse disabilities. She further highlighted the critical need to ensure the meaningful participation of persons with disabilities at the local level. In this context, she referred to positive practices, including Accessibility Councils and Councils of Internally Displaced Persons, which serve as platforms for dialogue between public authorities and civil society to promote inclusive and participatory decision-making.

Ms. Sarancha also drew attention to the growing self-advocacy movement in Ukraine, while noting that it remains insufficiently visible and often overlooked by decision-makers. She highlighted that participation by organizations of persons with disabilities is frequently hindered by overly complex and bureaucratic procedures, limiting their access to initiatives, including grant opportunities.

Ms. Andreea Cârstocea, Senior Researcher and Head of the Equality and Inclusion Cluster at the European Centre for Minority Issues, stressed that inclusive policymaking must take into account the specific situation of national and ethnic minorities, who are often in a non-dominant position and remain underrepresented in political, social, and cultural life. She noted that without targeted institutional arrangements, these numerically smaller groups risk exclusion from decision-making processes.

Ms. Cârstocea outlined several policy options to improve political inclusion, including i) establishing institutional mechanisms for minority representation, including advisory bodies that involve both minority representatives and government actors, ii) increasing political participation through reserved seats in legislative bodies and reduced electoral thresholds to facilitate minority representation, iii) introducing territorial autonomy in regions where minorities are geographically concentrated, iv) applying non-territorial or cultural autonomy models for dispersed groups to protect minority identity without territorial claims.

She also emphasized the need for gender-sensitive measures, noting that women within minority communities are often underrepresented. Gender-balanced electoral lists, inclusive advisory structures, and training programs for minority women were identified as useful tools to enhance gender equality in political life. Ms. Cârstocea also addressed social and economic inclusion as a key to societal cohesion and conflict prevention. She called for minority participation in ministries and decision-making bodies that influence socio-economic conditions, particularly of minority groups.

Ms. Carstocea noted that participation of national minorities must be embedded across all policy areas to ensure meaningful inclusion. This includes: i) ensuring access to education and training in both minority and state languages, with a focus on continued education for girls, ii) improving access to adequate housing through supportive financial measures, iii) providing health services and information in minority languages, with culturally sensitive care, iv) addressing the specific needs of minority women, youth, and children in sexual and reproductive health services, v) ensuring fair pay and equal treatment in the workplace.

Interventions from the floor recognized the work of ODIHR, including the Contact Point for Roma and Sinti Issues, for its important role in supporting public participation and addressing structural discrimination. The HCNM Guidelines on Effective Participation were also highlighted as key tools to assist participating States in advancing inclusive policymaking.

In response to questions from the floor, Mr. Santeri Leinonen emphasized the importance of mentorship, access to training, and resources for youth-led initiatives. He highlighted that youth organizations must be taken seriously, as they are legitimate actors in policy spaces. He also noted that adults and institutions can learn from youth, particularly in areas such as climate change, artificial intelligence, and emerging global challenges. Mr. Leinonen further reflected on current trends affecting youth in policymaking, highlighting: i) the temporal dimension of youth, as it is a constantly changing group requiring continuous inclusion, ii) economic transition, with growing challenges in labor market entry as technology replaces entry-level jobs, iii) ecological concerns, as youth are most affected by long-term environmental change and must be engaged in related policymaking, iv) technological disruption, as rapid digitalization reshapes opportunities and increases barriers to youth employment. Ms. Cârstocea emphasized the importance of a legislative framework that enables meaningful participation of civil society in decision-making processes. She underlined that taking rights seriously means not only recognizing them in law but ensuring that civil society organizations, including those representing vulnerable groups, can effectively exercise those rights. This requires concrete measures such as the right to legal initiative and guaranteed consultation mechanisms.

In response to a question from the moderator on effective policies for women belonging to national minorities, Ms. Cârstocea highlighted the importance of collecting reliable data to enable governments to improve the situation of minority women in key areas such as education, housing, and healthcare. She noted that without data, it is difficult to develop adequate and targeted policies. In education, she pointed to the value of dual vocational education systems, which combine schooling with practical work experience and state-provided scholarships. She also addressed structural discrimination in the housing and healthcare sectors, calling for targeted reproductive health services in minority languages and educational opportunities that support girls' continued schooling and help prevent early motherhood.

Recommendations for the OSCE participating States:

- Strengthen youth inclusion by adopting and implementing Youth, Peace, and Security action plans and ensuring digital spaces are safe, empowering, and inclusive.
- Support the active involvement of persons with disabilities in decision-making processes, including at the local and national levels, by promoting their access to grant programs and project funding. This includes simplifying application procedures and

reducing bureaucratic barriers to enable organizations of persons with disabilities to develop and implement initiatives that reflect their needs and priorities.

- Strengthen efforts to develop and implement inclusive policy measures that ensure the full participation of national minorities across all areas of public life.
- Increase Roma participation in decision-making roles and in shaping policies.
- Address all forms of discrimination against religious or belief communities.
- Ensure civil society participation, including the right to legal initiative and mandatory consultation mechanisms, to guarantee that all civil society organizations, especially those representing vulnerable groups, can meaningfully engage in policy and law making.
- Improve the inclusion of minority women by investing in gender-responsive policies, including dual vocational education models, targeted reproductive health services in minority languages, and anti-discrimination measures in housing and healthcare sectors.
- Collect disaggregated data on minority groups, including women and youth, to design and monitor effective, evidence-based inclusion policies.

Recommendations for the OSCE institutions and field operations:

- The OSCE should leverage its regional scope and cooperative structure to address cross-border digital challenges by fostering inclusive, youth-driven digital strategies.

CLOSING SESSION

Reports from the working sessions:

Mr. Mikolaj Wrzecionkowski, Deputy Head, Tolerance and Non-Discrimination Department, ODIHR

Dr. Kishan Manocha, Head, Tolerance and Non-Discrimination Department, ODIHR

Ms. Elzbieta Kuzborska-Pacha, Senior Legal Adviser, High Commissioner on National Minorities

Closing remarks:

Mr. Peter Mossop, Special Adviser/Director's Representative in Vienna, ODIHR

Mr. Kimmo Laukkanen, Deputy Head of Permanent Mission of Finland to the OSCE

The meeting concluded with brief reports by moderators presenting the key matters of concerns and recommendations for action as pointed out by introducers as well as speaking participants throughout all three working sessions. This was followed by final reflections shared by ODIHR and the Permanent Mission of Finland to the OSCE.

Mr. Peter Mossop, Special Adviser and Director's Representative in Vienna for ODIHR, reflected on the shared commitments to inclusion as a key means of advancing tolerance and non-discrimination across the OSCE region, rooted in the principles of the Helsinki Final Act. He highlighted the practical role of policymakers, educators, and civil society organizations in addressing interconnected forms of intolerance and discrimination to build more cohesive societies. The discussions also examined the role of interfaith, interreligious, and intercultural

dialogue in fostering inclusion and increasing the participation of underrepresented groups in policymaking. He emphasized that the SHDM has paved the way for practical action by gathering insights from those most affected by intolerance and discrimination, reminding participants that inclusion is both a goal and a means to counter rising polarization. He noted that we must accept that challenges are mounting and acknowledge that discussions such as this should always be treated as an open-ended collective call to action.

Mr. Kimmo Laukkanen, Deputy Head of the Permanent Mission of Finland to the OSCE, speaking on behalf the Chairpersonship concluded by underlining the value of the SHDM as a meaningful platform for dialogue among OSCE participating States, institutions, civil society, and international organizations. He noted that hate-driven incidents continue to target individuals based on their identity and that national minorities remain particularly affected. The discussions highlighted a wide range of good practices, such as interreligious feasts, school visits, and dialogue facilitation, that promote inclusion and amplify historically marginalized voices. He emphasized the need for inclusive policymaking that ensures representation regardless of gender, age, disability, ethnicity, religion, or belief. Inclusive policies that consider youth, persons with disabilities, and other underrepresented groups contribute to a peaceful and resilient society. He also stressed the importance of the digital sphere as a space for promoting inclusion and affirmed Finland's constitutional commitment to equality and the responsibility of public officials to promote non-discrimination and gender equality. On a final note, Mr. Laukkanen stated that this SHDM had provided valuable insight into the collective efforts needed to advance tolerance and non-discrimination across the OSCE region.

ANNEX I: AGENDA

Supplementary Human Dimension Meeting

Inclusion as a way to promote tolerance and non-discrimination

Vienna, 2-3 June 2025

AGENDA

Day 1

[12.30 – 13.30 – side events]

14.00 – 15.00

OPENING SESSION

Opening remarks:

H.E. Amb. Vesa Häkkinen, Chairperson of the OSCE Permanent Council

Ms. Maria Telalian, Director of the Office for Democratic Institutions and Human Rights (ODIHR)

H.E. Amb. Christophe Kamp, OSCE High Commissioner on National Minorities

Keynote address:

Ms. Rita Marascalchi, Head of unit, Intercultural Inclusion Unit, Directorate General of Democracy and Human Dignity, Council of Europe

Technical information:

Dr. Tea Jaliashvili, First Deputy Director, OSCE Office for Democratic Institutions and Human Rights (ODIHR)

15.00 – 17.00

SESSION I: Respect: Addressing intolerance and discrimination in the OSCE region in a comprehensive and inclusive manner

Introducers:

Amb. Evren Dağdelen Akgün, Personal Representative of the OSCE Chairperson-in-Office on Combating Intolerance and Discrimination against Muslims

Mr. Gurchaten Sandhu, Director of Programmes, The International Lesbian, Gay, Bisexual, Trans and Intersex Association

Ms. Simona Torotcoi, Advocacy officer, Global Forum of Communities Discriminated on Work and Descent

Moderator: Mr. Mikolaj Wrzecionkowski, Deputy Head of Department, Tolerance and Non-Discrimination Department, ODIHR

[17.30 – 18.30 – side events]

Day 2

[9.00 – 10.00 – side events]

10.30 – 12.30

SESSION II: Respond: promoting inclusion in and through interfaith, interreligious and intercultural dialogue and cooperation

Introducers:

Prof. Dr. Wolfgang Palaver, Personal Representative of the OSCE Chairperson-in-Office on Combating Racism, Xenophobia and Discrimination, also focusing on Intolerance and Discrimination against Christians and Members of Other Religions

Rabbi Andrew Baker, Personal Representative of the OSCE Chairperson-in-Office on Combating Anti-Semitism (*pre-recorded message*)

Ms. Linn-Maggi Jannok-Joma, Adviser, Sami Pathfinders

Moderator: Mr. Kishan Manocha, Head of Department, Tolerance and Non-Discrimination Department, ODIHR

[13.15 – 14.15 – side events]

14.30 – 16.30

SESSION III: Prepare: towards more inclusive approaches to policymaking to advance tolerance, non-discrimination and equality

Introducers:

Mr. Santeri Leinonen, Special Representative of the OSCE Chairperson-in-Office on Youth, Peace and Security

Ms. Iryna Sarancha, Country Coordinator, Abilis Foundation

Ms. Andreea Cârstocea, Senior Researcher, Head of the Equality and Inclusion Cluster, European Centre for Minority Issues

Moderator: Ms. Elzbieta Kuzborska-Pacha, Senior Legal Adviser, High Commissioner on National Minorities

16.30 – 17.30

CLOSING SESSION

Reports from the working sessions

Statements by participating States

Closing remarks

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ANNEX II: SIDE EVENTS

Participants in Human Dimension Meetings have the opportunity to organize side events, enabling focus on specific or pressing issues related to the overall theme of the meeting.

The SHDM organizers, the OSCE Chairpersonship and the ODIHR, ensure availability of meeting rooms for side event organizers, while responsibility for all other aspects, including the content, rests with the side event organizers.

The titles and conveners of side events held during this SHDM were as follows:

“How is Europe losing religious freedom?” Religious discrimination and persecution in Europe

Convenor: Jewish Culture Support Foundation

LGBTQ+ Rights in the OSCE Region

Convenor: Human Rights House Foundation

“Roots of Atrocity: Azerbaijan’s State-sponsored Systematic Discrimination and Ethnic Cleansing of Armenians”

Convenor: Union of Informed Citizens

The Council of Europe’s Intercultural Inclusion Approach: Unlocking the Diversity Power for Cohesive Societies

Convenor: Council of Europe

Faith and the Future

Convenor: KAICIID International Dialogue Centre

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ANNEX III: BIOGRAPHICAL INFORMATION: Speakers, Introducers and Moderators

Opening remarks:

Ambassador Vesa Häkkinen is the Permanent Representative of Finland to the OSCE and Chairperson of the OSCE Permanent Council. Before his current position he served as Ambassador of Finland to Iraq, in Baghdad (2019–2021). He has served also in Poland, Sweden and Russia. He was the Director for Current Affairs Communications in the MFA 2014–2019. Mr. Häkkinen has worked for the Finnish Foreign Ministry since 1999. Before joining the Foreign Service, he worked as Secretary General in Finnish Alliance of Estonian Friendship NGOs and as freelance journalist. Mr. Häkkinen was born in Lohja, Finland, in 1969. He graduated from the University of Helsinki in 1996 with a Master's in Political Science (Political History). His military rank is sergeant. Mr. Häkkinen is married. In his free time, he is an active reader.

Ms. Maria Telalian is the Director of the Office for Democratic Institutions and Human Rights (ODIHR). Prior to her appointment, Telalian was a Legal Adviser of the Greek Ministry of Foreign Affairs and the Head of the Legal Department. She was also Head of the Public International Law Section of the Legal Department, and was appointed as Deputy Permanent Representative of Greece to the United Nations (UN) from 2005 to 2007. She has also served as an agent before the International Court of Justice, a counsellor before the European Court of Human Rights, a member of the Panel of Arbitrators of the Permanent Court of Arbitration, and a representative to the Sixth Committee of the UN General Assembly. She is a former member of the Appeals Board of the Western European Union for the settlement of disputes arising out of the WEU Staff Rules. She also has several years of teaching experience at the Diplomatic Academy of the Greek Foreign Service and at the Rhodes Academy of Oceans Law and Policy.

Ambassador Christophe Kamp is the seventh OSCE High Commissioner on National Minorities, appointed in December 2024. Prior to his appointment, Kamp served as the Permanent Representative of the Netherlands to the OSCE. He also worked as Director of the office of the OSCE High Commissioner on National Minorities. Christophe Kamp has nearly 25 years of experience as a diplomat in the Foreign Ministry of the Netherlands and the European External Action Service, with assignments in Europe and Africa. Before joining the Foreign Ministry of the Netherlands in 2001, Kamp worked at the UN Department of Political Affairs in New York and with the UN Human Rights Field Operation in Rwanda. Kamp has a Master's degree in Political Science from Leiden University and a Master's degree in Public Administration from the Harvard Kennedy School.

Keynote address:

Ms. Rita Marascalchi is a Head of Intercultural Inclusion Unit, in the Directorate General of Democracy and Human Dignity, at the Council of Europe. With her team, Ms. Marascalchi manages the intercultural cities programme, a global network of cities committed to positively manage and value diversity. She is also the secretary of the sub-committee on intercultural inclusion, bringing together experts from governments, regions and cities to advance comprehensive inclusion. Prior to that, she worked in the Council of Europe as project manager and evaluator. Before joining the Council of Europe, she worked for the OSCE both in the field, on human rights and refugees and IDPs issues, and in Vienna, as part of the External Co-operation section.

Session I

Mr. Gurchaten (Nanoo) Sandhu is the Director of Programmes at ILGA World, where they work to strengthen and expand the organization's programmatic efforts. Prior to joining ILGA World, Gurchaten served as the Non-Discrimination Programme Officer at the International Labour Organization's Fundamental Principles and Rights at Work Branch. There, they specialized in promoting social justice through decent and inclusive work for all, with a particular focus on enhancing LGBTIQ+ rights and economic inclusion. Additionally, Gurchaten was the President of UN-GLOBE, representing LGBTIQ+ personnel within the United Nations system. Gurchaten is an advisory board member of The Inclusion Initiative at the London School of Economics (LSE), a trustee for Open for Business, and a fellow of the Salzburg Global LGBT Forum. They have also served as a steering committee member of the International Family Equality Day NGO, volunteered with Sarbat LGBT Sikhs, and were a trustee for We Create Space. Gurchaten has been recognized as an OUTstanding LGBT Role Model from 2018 to 2021. They are also an Honouree of the Out & Equal's 2021 Global LGBTQ Corporate Advocate Outie Award, a winner of the British LGBT Award for Exceptional Inclusion in 2021, and the Pink News Award for Community Role Model of the Year in 2022.

Ms. Simona Torotcoi, a Roma from Romania, currently an advocacy officer at the Global Forum of Communities Discriminated on Work and Descent, and a tutor at the Roma Graduate Preparation Program at Central European University. She graduated from the Doctoral School of Political Science, Public Policy, and International Relations in 2020 from CEU with a specialization in public policy where she focused on inclusion and quality policies within the European higher education area. Simona's main area of work revolves around Roma anti-discrimination and political participation but also around reducing inequality. She has collaborated with Roma civil society organizations such as the Roma Education Fund, ERGO Network or Phiren Amenca, where she conducted research related to Roma children and youth on various topics including the effectiveness of the affirmative action program for Roma, discrimination experiences, unemployment, political participation, and Roma representation in textbooks.

Session II

Ms. Linn-Maggi Jannok-Joma is a Sami youth and works as a Higher Executive Officer in the Pathfinder program - a cooperation between the Norwegian government and the Sami University of Applied sciences. Every year a group of new Sami youth are picked to be Sami pathfinders the following year. Linn-Maggi Jannok-Joma was a Sami pathfinder last year.

Session III

Mr. Santeri Leinonen, Special Representative of the OSCE Chairperson-in-Office on Youth, Peace and Security Santeri Leinonen holds a Bachelor of Arts in Russian language and Literature and is currently completing his master's studies in International Relations and Russian studies at the Universities of Helsinki and Tampere. His areas of specialization include Eurasian security, Russian and Soviet history, and national foreign policy issues. Leinonen has working proficiency in English, Russian, Swedish, and German. He has previous work experience from a wide variety of foreign policy actors, including from his previous internships at the Ministry for Foreign Affairs of Finland and the National Defence University of Finland. Leinonen is also actively involved in many organizations and other activities in his local community. He is a long-time active member of the Scouts of Finland. Additionally, he serves

as a local city councilor in his hometown, focusing on issues such as nature conservation, education, and children's rights.

Ms. Iryna Sarancha holds a PhD in Pedagogical Sciences, and is an Associate Professor at the Department of Psychology and Social Work at Vinnytsia State Pedagogical University. She is also an expert of the Ukrainian Cultural Foundation, a paralegal at the Ukrainian Legal Foundation, Country Coordinator of the Finnish Abilis Foundation in Ukraine, Chair of the Board of the Vinnytsia City NGO "Parostok," and a regional representative of the NGO "Coalition." She has over 20 years of experience in social work, inclusion, education, and the protection of the rights of persons with disabilities.

Dr Andreea Cârstocea is a Senior Researcher and Head of the Equality and Inclusion Cluster at the European Centre for Minority Issues in Germany. Her research interests focus on issues of social justice, in particular issues related to socio-economic participation and inclusive education for national minorities. Andreea obtained her PhD in Political Science from University College London, UK. Previously, Andreea was a Senior Expert at the Department for Interethnic Relations of the Romanian Government.

Closing Session:

Mr. Peter Mossop, Special Adviser/Director's Representative in Vienna, ODIHR

Mr. Kimmo Laukkanen has been the Deputy Head of the Finnish Mission to the OSCE since August 2023. Before that, Mr. Laukkanen served diplomatic postings at Finnish missions in Geneva, Nairobi and The Hague. During his career, Mr. Laukkanen has specialized on multilateral issues like disarmament, humanitarian and development aid and Aid for trade. Laukkanen has also served bilateral postings in Lithuania and Malaysia.

Mr. Laukkanen holds a Master's degree in history from the University of Helsinki, Finland. His master thesis was about Liberia as a member of the League of Nations. Laukkanen is married with three daughters.

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