



Resolution 2613 (2025)¹

The challenges and needs of public and private actors involved in migration management

Parliamentary Assembly

1. The Parliamentary Assembly is convinced that co-operation between public and private actors is one of the most crucial aspects for successfully managing migration in Europe and responding to the challenges faced by Council of Europe member States, in particular regarding first assistance, reception and integration of migrants, refugees and asylum seekers.
2. Such challenges emerge in particular at the borders of some Council of Europe member States, as well as at congestion points, which are places where migrants are cared for under formal reception systems or live in informal settings.
3. The Assembly underlines the importance of international and regional treaties as well as customary international humanitarian law protecting migrants, refugees and asylum seekers, in particular: the European Convention on Human Rights (ETS No. 5), the 1951 United Nations Convention Relating to the Status of Refugees, the Geneva Conventions, the United Nations Convention on the Rights of the Child, the European Convention on the Exercise of Children's Rights (ETS No. 160) and the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (CETS No. 201).
4. Celebrating the 20th anniversary of the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197), the Assembly draws the attention of member States to the importance of this convention and to the Council of Europe's expertise in combating trafficking in human beings, with migrant populations being particularly targeted by this phenomenon.
5. The Assembly invites member States to make use of the Council of Europe's standards and expertise on migration issues, including: the thematic work on migration of the Council of Europe Commissioner for Human Rights; the standards developed by the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) "Safeguards for irregular migrants deprived of their liberty"; General Policy Recommendation No. 16 on safeguarding irregularly present migrants from discrimination issued by the European Commission against Racism and Intolerance (ECRI), as well as its 2024 factsheet "Integration and inclusion of migrants"; and the European Programme for Human Rights Education for Legal Professionals (HELP).
6. The Assembly recalls the Reykjavik Declaration, adopted during the 4th Summit of Heads of State and Government of the Council of Europe held on 16 and 17 May 2023, during which the heads of State and government reiterated "the necessity to fight against trafficking and smuggling of migrants", "while continuing to protect the victims and respect the human rights of migrants and refugees".
7. With regard to civil society, the Assembly refers to Recommendation CM/Rec(2018)11 of the Committee of Ministers to member States on the need to strengthen the protection and promotion of civil society space in Europe. It also refers to Appendix III of the Reykjavik Declaration, the "Reykjavik Principles for Democracy", which reaffirms that "civil society is a prerequisite for a functioning democracy".

1. *Assembly debate* on 26 June 2025 (25th sitting) (see [Doc. 16192](#), report of the Committee on Migration, Refugees and Displaced Persons, rapporteur: Ms Sandra Zampa). *Text adopted by the Assembly* on 26 June 2025 (25th sitting).



8. On age assessment in the context of migration, the Assembly refers to its [Resolution 2195 \(2017\)](#) “Child-friendly age assessment for unaccompanied migrant children”, promoting the development of a child-sensitive, comprehensive model of age assessment that would enable member States to meet the needs of unaccompanied or separated children. The Assembly also refers to Recommendation CM/Rec(2022)22 of the Committee of Ministers to member States on human rights principles and guidelines on age assessment in the context of migration, underlining the importance of the principle of presumption of minority for persons undergoing age assessment, and the requirement for member States to implement multidisciplinary and evidence-based age-assessment procedures.

9. The Assembly underlines the responsibility of its members, in their capacity as both national lawmakers and members of the Assembly, to act at European and domestic levels to promote the Council of Europe’s instruments, standards and expertise, and to align national legislation and practice with the recommendations made hereafter, in particular regarding the arrival, reception and integration of migrants, refugees and asylum seekers.

10. To ensure that the public and private actors involved in migration management fulfil their tasks with respect for the human rights of migrants, refugees and asylum seekers at first arrival at borders and at congestion points, the Assembly invites the Council of Europe member States to:

10.1. ensure that minimal standards are established for dignified assistance, with particular attention to vulnerable persons, especially women, children, unaccompanied minors and victims of trafficking, ensuring their safety in transit and reception facilities, as well as separate and safe spaces;

10.2. ensure adequate medical assistance, both at first arrival and in the long term, including access to psychological and psychiatric support;

10.3. establish clear procedures for the identification of persons with specific needs, including safe and child-sensitive age assessment for unaccompanied minors, in line with Recommendation CM/Rec(2022)22 of the Committee of Ministers of the Council of Europe;

10.4. ensure that there are enough staff and adequate resources for the authorities involved, and sufficient staff rotation in order to avoid risks of trauma and burnout;

10.5. train civil servants on legal information and assistance to be provided to migrants, refugees and asylum seekers to overcome legal and administrative obstacles and on up-to-date country-of-origin information;

10.6. provide financial support to municipalities, and local government bodies in general, affected by recurrent arrivals of migrants on their territory;

10.7. ensure that full and clear information is given to migrants, refugees and asylum seekers on current legislation on immigration and asylum, and facilitate their access to international protection procedures;

10.8. ensure effective and timely access to the national reception system for migrants claiming international protection;

10.9. support closer co-operation between these actors and European agencies, such as the European Union Agency for Asylum, the European Border and Coast Guard Agency (Frontex) and the European Union Agency for Law Enforcement Cooperation (Europol), as well as international organisations, such as the International Organization for Migration and the United Nations High Commissioner for Refugees;

10.10. establish independent human rights monitoring mechanisms at European and domestic borders, where they do not exist already.

11. To respond to the challenges and needs of public and private actors involved in the reception and integration of refugees and asylum seekers, the Assembly encourages member States to promote integration and further social cohesion within host communities and invites them to:

11.1. strengthen the co-operation between public and private actors supporting refugees and asylum seekers, including local government bodies, local communities and civil society organisations;

11.2. favour decentralised decision making by empowering local government bodies and local communities to design and implement integration programmes, encouraging participation in community life;

11.3. establish coherent, locally driven inclusion policies and ensure assistance to refugees and asylum seekers in overcoming legal and administrative obstacles;

11.4. support public and private actors involved in reception in the provision of medical care, legal aid, language courses, vocational training and access to public services, in co-operation with local government bodies, local communities and civil society actors;

11.5. ensure predetermined and reasonable time frames for examining applications for international protection to avoid prolonging the over-reliance on reception centres;

11.6. support the transition from reception to community inclusion, with specific accompanying measures to favour autonomy and independence.

12. To facilitate the way in which public and private actors contribute to the inclusion of refugees and asylum seekers, the Assembly calls on member States to:

12.1. end reliance on large-scale reception facilities and prioritise smaller reception facilities, such as houses and apartment units, by investing in dignified small-scale community accommodation, disseminated throughout the national territory;

12.2. adopt the model of “integrated reception” going beyond the mere distribution of food and accommodation, and providing individual programmes designed to enable refugees and asylum seekers to regain a sense of independence and effective involvement in community life, in terms of employment, housing and access to local services and social interaction, through the development of solid relationships with local government bodies, local communities and local networks;

12.3. ensure that there are dedicated reception facilities for unaccompanied minors, victims of trafficking and persons with special needs;

12.4. ensure that there is an independent monitoring mechanism for the different reception facilities, including by offering accessible complaint procedures.

13. The Assembly also encourages public-private co-operation in informal settings where the humanitarian conditions are very concerning. National authorities and local government bodies should put in place specific measures to assist those living in informal settlements, to respond to their basic needs and orient them to local services, including the provision of suitable reception facilities and protective measures for minors, women, victims of trafficking and other vulnerable persons.