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COUNCIL OF EUROPE
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Resolution 2628 (2025)[1]

Artificial intelligence and migration

Parliamentary Assembly

1. The Parliamentary Assembly acknowledges the transformative potential of artificial intelligence (AI) across a range of sectors, including migration management. AI systems – capable of autonomous decision making and complex data analysis – are increasingly used in border surveillance, visa processing, biometric identification, natural language processing and integration support. These applications promise enhanced efficiency and service accessibility for migrants, refugees and asylum seekers.

2. The Assembly also underlines the opportunities created by the responsible and ethical use of AI. AI can contribute to saving lives through enhanced search-and-rescue operations, provide migrants and refugees with multilingual and accessible information and support their integration by facilitating language learning, education and access to labour markets. When designed with transparency, human oversight and strong human rights safeguards, AI can foster innovation, reduce administrative burdens and strengthen trust in institutions. In this way, AI can make migration management not only more efficient but also more humane and inclusive.

3. The Assembly emphasises, however, that technological innovation must not come at the expense of fundamental rights. If used improperly, AI can reinforce structural inequalities, infringe on privacy and undermine asylum protection. The Assembly therefore reiterates its call for all Council of Europe member States to sign and ratify the Council of Europe Framework Convention on Artificial Intelligence and Human Rights, Democracy and the Rule of Law (CETS No. 225, "Framework Convention on AI"), aiming to ensure the development and deployment of AI in line with human rights standards and explicitly prohibiting AI applications that violate the right to seek asylum.

4. AI-driven modernisation must be carried out in a way that minimises dangerous effects and risks for migrants, refugees and asylum seekers, such as discrimination and bias, and that does not unintentionally reinforce existing stereotypes or prejudice. States should instead harness the potential of AI to foster a more inclusive, secure and humane migration system.

5. Recognising the profound impact that AI can have on individual rights and liberties, the Assembly stresses that AI should support – not replace – human decision making in migration and asylum processes, even if in some cases AI may offer greater security and effectiveness than human decision making alone, by reducing the scope for human error. All AI tools must be transparent, reliable and subject to oversight. They must also be deployed in alignment with key international instruments, including the European Convention on Human Rights (ETS No. 5, "Convention"), the 1951 United Nations Convention Relating to the Status of Refugees as amended by its 1967 Protocol ("Refugee Convention") and the Charter of Fundamental Rights of the European Union.

6. Noting that the European Union Artificial Intelligence Act classifies migration-related AI as high-risk technology, the Assembly underscores the need for additional safeguards. The use of AI in migration, asylum and border control management must not allow for the bypassing of international obligations, in particular

1. *Assembly debate* on 3 October 2025 (36th sitting) (see Doc. 16240, report of the Committee on Migration, Refugees and Displaced Persons, rapporteur: Mr Petri Honkonen). *Text adopted by the Assembly* on 3 October 2025 (36th sitting).
See also Recommendation 2300 (2025).

under the Refugee Convention. Nor should it be used in any way to infringe on the principle of *non-refoulement*, or to deny safe and effective legal avenues into States' territory, including the right to international protection.

7. It is important therefore that AI systems in migration and asylum procedures undergo human rights, democracy and rule of law impact assessments before their deployment. The Assembly recommends the use of the Council of Europe methodology for the risk and impact assessment of artificial intelligence systems from the point of view of human rights, democracy and the rule of law (HUDERIA) to identify and mitigate risks, including algorithmic bias and privacy violations. Oversight must be embedded throughout the life cycle of AI systems with independent evaluations and mandatory human review.

8. The Assembly calls for a prohibition on the use of AI tools such as automated credibility assessments, emotion recognition and risk profiling based on nationality or ethnicity. These technologies lack scientific validity and are incompatible with Articles 3 and 14 of the Convention.

9. Noting the critical importance of data protection, privacy and security in the use of AI for asylum procedures, the Assembly emphasises that sensitive data, including biometrics, interview transcripts and country-of-origin information, must be end-to-end encrypted and must not be shared with the country of origin in cases of risk of persecution, in accordance with the data protection policy of the Office of the United Nations High Commissioner for Refugees (UNHCR).

10. AI applications in migration management must thus balance efficiency gains with rigorous protection of human rights at all stages of the migration journey. The specific issues related to the use of AI in the field of migration must be addressed for each distinct stage of the process, from pre-departure activities to transit, arrival, stay, circulation, temporary or permanent return and sustainable (re)integration. Priority should be given to safeguards against bias and human oversight, and to ensuring the dignity of migrants, refugees and asylum seekers, as follows.

11. At the pre-departure stage, AI tools used in visa and asylum screening should undergo human rights impact assessments before deployment. Systems like the European Travel Information and Authorisation System (ETIAS) should provide for manual review in cases flagged as high risk. All screening tools must be transparent and free from discriminatory outcomes. AI-powered chatbots can provide real-time multilingual information to migrants, refugees and asylum seekers, provided they disclose their automated nature and comply with ethical standards to avoid spreading misinformation.

12. As regards labour migration via the appropriate channels, AI tools may be used to streamline, in a fair and accessible manner, the application process for employment and residence permits. AI may further support the detection of exploitative recruitment practices by identifying predatory employers and alerting the relevant authorities. AI tools, such as visa checkers, should be audited for bias and provide transparent outcomes that can be contested.

13. The Assembly encourages the ethical use of AI in climate migration forecasting through the analysis of environmental and socio-economic data to improve humanitarian planning in accordance with its Resolution 2401 (2021) "Climate and migration". AI tools, such as those developed by the International Organization for Migration (IOM), can provide policy makers with a clearer predictive picture of climate change-driven displacement patterns. Such predictive models can inform proactive support measures.

14. AI may also be used to identify and disrupt human smuggling networks through responsible data analysis.

15. During the transit stage, the Assembly stresses the need for strict regulation of AI surveillance technologies. Predictive policing and biometric identification must be limited to strictly necessary and proportionate use, and all biometric data must be encrypted and restricted to authorised personnel. The Framework Convention on AI limits biometric categorisation to strictly necessary and proportionate cases. AI systems like the European Union's European Border Surveillance System (EUROSUR), which monitor border movements, must comply with the IOM's 2023 Data Protection Principles.

16. Surveillance technologies for migrants, refugees and asylum seekers in transit must be regulated with a view to protecting their rights, and AI-driven mass surveillance, such as drones and facial recognition, should be prohibited. AI may be used positively to support humanitarian corridors by using conflict mapping to identify safer transit routes.

17. The Assembly recognises the essential role of the European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice (eu-LISA) and other European Union bodies in managing migration-related databases such as the Schengen Information System

(SIS), the Visa Information System (VIS) and Eurodac (the European Union's centralised biometric database). Co-operation between European Union and non-European Union Council of Europe member States is important to ensure consistent data protection standards and respect for humanitarian obligations.

18. The Assembly expresses once more its deep concern and sorrow over the deaths at sea of migrants, refugees and asylum seekers. It calls on member States to employ AI technologies to enhance search-and-rescue capabilities and to uphold the dignity of deceased individuals, in accordance with the principles laid down in its Resolution 2569 (2024) "Missing migrants, refugees and asylum seekers – A call to clarify their fate" and its Resolution 2612 (2025) "Saving the lives of migrants at sea and protecting their human rights".

19. At the arrival stage, AI can be used to support individualised, fair and rights-compliant asylum procedures, while never replacing the role of human caseworkers in interactions and decision making. AI-generated documents should be accessible in applicants' languages and in plain language formats.

20. Biometric systems and language recognition tools should be subject to routine bias audits to ensure equitable treatment, while facial recognition tools, such as those used in smart border tunnels, should undergo demographic testing to ensure compliance with non-discrimination requirements and adhere to European Union-wide audit standards.

21. AI systems in asylum processing must be verified and corrected for skewed datasets to avoid discriminatory proxies, and AI-generated evidence must be verified by humans, with access to judicial review. The use of tools such as emotion recognition or lie detectors must not be included and predictive tools assessing the likelihood of absconding must not be used to justify detention, especially of minors. Impact assessments such as the HUDERIA methodology must be carried out prior to any roll-out of new systems.

22. During the stay period, inclusive integration policies, in accordance with Resolution 2502 (2023) "Integration of migrants and refugees: benefits for all parties involved", can be supported by the ethical use of AI, which can play a key role in accelerating the self-reliance of migrants, refugees and asylum seekers, and in boosting the resilience of host communities. Tools may be co-developed with refugee communities and non-governmental organisations (NGOs) and made accessible offline (telephone hotlines without internet access for example) and through voice interfaces to bridge digital divides.

23. AI labour-matching tools should prioritise ethical criteria such as family unity and cultural fit. Gender-sensitive design is essential to avoid reinforcing labour market segregation that directs women into low-wage sectors. Continuous feedback loops should help address misplacements. Annual audits of AI systems used in welfare and housing are essential to detect and correct bias. Predictive analytics can support equitable urban planning, helping to prevent segregation and foster innovation and safety in diverse communities.

24. The Assembly calls for the creation of independent oversight bodies, such as the European Artificial Intelligence Board, which should include civil society and legal and technological experts, and should monitor the implementation of AI-powered systems in migration, asylum and border control management based on the guidelines of the UNHCR, the Framework Convention on AI and relevant European Union regulations.

25. Robust redress and compensation mechanisms must also be available to allow for the contesting of AI-generated evidence through expedited legal channels. Legal aid should be expanded to cover algorithmic disputes.

26. For circular migration and return stages, AI chatbots used in return support programmes should comply with fairness standards, avoid nudging techniques and provide unbiased information. Migrants, refugees and asylum seekers should retain control over their data, with the ability to delete or transfer information upon exiting programmes and a guarantee against the sharing of biometric information with the country of origin. The sharing of biometric data with countries of origin must be banned if there is any risk of persecution. AI-based assessments of environmental conditions may assist in determining the safety of return destinations.

27. Sustainable reintegration requires robust post-return monitoring. States should implement community-informed impact assessments and ethical AI tools to track outcomes related to employment, housing and well-being. Offline accessible AI assistants must support migrants to navigate reintegration services.

28. In line with its Resolution 2343 (2020) "Preventing discrimination caused by the use of artificial intelligence", the Assembly underscores the importance of specific action to prevent discrimination and disproportionate negative impact on groups such as women, minorities and the most vulnerable and marginalised individuals, including migrants, refugees and asylum seekers.

29. Such potential discrimination in AI should be addressed at the design phase, which can usefully benefit from the participation of civil society organisations representing migrants, refugees and asylum seekers to increase trust and reliability. Awareness raising and training for asylum officers, persons employed by NGOs and AI developers will strengthen ethical AI deployment.

30. Member States must safeguard against the misuse of AI for disinformation, manipulation or cyberattacks that exploit migration vulnerabilities. Geopolitical threats, including those linked to the Russian Federation's aggression against Ukraine, demand increased vigilance and resilience in migration policy frameworks to avoid a negative impact on the protection offered.

31. As regards the general climate of opinion around migration issues, States should ensure that AI-powered chatbots are used ethically to provide accessible, accurate and multilingual migration information, and to ensure that these tools are not used to manipulate narratives or asylum decisions. Here too, participatory design in chatbot development is to be favoured.

32. To support the above measures, awareness raising and capacity building among all public and private stakeholders – particularly public authorities and officials, developers, small and medium-sized enterprises and start-up AI enterprises – on the use of AI in migration management are essential, based on the relevant regulatory frameworks and practical implementation.