



Strasbourg, 19 December 2025

CAI(2025)13EN

COMMITTEE ON ARTIFICIAL INTELLIGENCE (CAI)

14th Plenary Meeting

Palais, Room 1

Strasbourg

3 - 5 November 2025

MEETING REPORT

Prepared by the Secretariat

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I. Introduction

1. The Council of Europe's Committee on Artificial Intelligence (hereinafter referred to as "the CAI" or "the Committee") held its 14th Plenary meeting in Strasbourg, from 3 to 5 November 2025, in conformity with its terms of reference adopted by the Committee of Ministers.

II. List of items discussed at the meeting and decisions taken by the CAI

Agenda item 1. Opening of the meeting

2. The Chair, Mr. Mario HERNÁNDEZ RAMOS (Spain), opened the meeting and welcomed the Members, Participants and Observers, as well as the invited experts attending the Thematic Hearing (see agenda item 9).
3. Ms Hanne JUNCHER, the Council of Europe Director of Security, Integrity and Rule of Law addressed the Committee and expressed appreciation for the continued engagement of Members, Participants and Observers in advancing the governance of artificial intelligence. She noted the progress achieved since the opening for signature of the Framework Convention on Artificial Intelligence and Human Rights, Democracy and the Rule of Law (hereinafter referred to as "the Framework Convention"), as well as the growing international interest in the Council of Europe's work on AI governance and expressed appreciation for the leadership of the CAI Chair and the Bureau.

Agenda item 2. Adoption of the Agenda and Order of Business

4. The Committee adopted the agenda and order of business without amendments.

Agenda item 3. Adoption of the Meeting Report of the 13th Plenary meeting

5. The Committee adopted the report of its 13th Plenary meeting without modifications.

Agenda item 4. The Committee of Ministers' Decision(s) with relevance for the CAI including requests for the CAI's opinion

6. The Secretariat introduced documents:
 - CAI(2025)9 containing the draft CAI Comments on Parliamentary Assembly Recommendation 2300 (2025) on "Artificial Intelligence and Migration", and

- CAI(2025)10 summarising recent decisions of the Committee of Ministers relevant to the CAI.

7. The Secretariat underlined that this was the first request by the Committee of Ministers for an opinion from the CAI on a Parliamentary Assembly text and briefly explained the nature of this procedure. It noted that other committees, including the Steering Committee for Human Rights (CDDH) and the Secretariat of the Special Representative on Migration and Refugees, would also provide input in their respective areas of competence, in reply to the CM's respective requests. The Secretariat further informed the Committee that the draft CAI comments prepared by the Secretariat focused only on aspects related to the area of competence of the CAI. Following discussion, the Committee adopted the CAI Comments on Parliamentary Assembly Recommendation 2300 (2025), as amended during the meeting, for transmission to the Committee of Ministers.
8. The Committee also took note of the relevant decisions of the Committee of Ministers as they appear in document CAI(2025)10, including on the decision to admit Ecuador as a new Observer to the CAI, following a decision by the Committee of Ministers on 24 September 2025 (CM/Del/Dec(2025)1538/10.7).

Agenda item 5. The Framework Convention on Artificial Intelligence and Human Rights, Democracy and the Rule of Law – State of Play Developments and activities in the field of Artificial Intelligence

9. The Chair informed the Committee of an activity to mark the first anniversary of the opening for signature of the Framework Convention. In this context, he reported on the Academic Panel held in Madrid on 5 September 2025, which featured contributions from members of the CAI Bureau and academic experts and addressed three themes: (i) the rule of law and artificial intelligence, (ii) democracy and artificial intelligence, and (iii) the risk and impact assessment of AI systems. Delegations welcomed the organisation of the Academic Panel and the Delegation of Italy suggested that democracy could be considered again as a possible theme for a second anniversary event. The Chair further informed the Committee of other activities related to the Framework Convention, including academic engagements at the Universities of Trieste, Pavia, Athens and Leuven, as well as exchanges within the Council of Europe Parliamentary Assembly.

10. The Committee held an exchange on the state of play regarding signatures and recent domestic developments relevant to the implementation of the Framework Convention. The Delegation of the European Union informed the Committee that internal procedures and consultations on ratification were underway. The Delegation referred to steps already undertaken and confirmed support for the Framework Convention's early entry into force.

Agenda item 6. Developments and activities in the field of Artificial Intelligence

11. The Delegation of Canada reported that artificial intelligence has been a priority for Canada's G7 Presidency this year. It referred to the launch of the G7 Government AI Grand Challenge, as part of Canada's G7 "AI for Prosperity" agenda, and Canada's participation in the launch of the "AI for Africa" initiative at the G20 in South Africa. The Delegation also mentioned the ongoing review of Canada's national AI strategy.
12. The Delegation of Georgia announced that two governmental bodies were preparing an international event on artificial intelligence and data protection to be held on 28 February 2026.
13. The Delegation of Israel reported on the adoption of a governmental resolution establishing a national AI Directorate. Ongoing initiatives include the development of AI infrastructure, research and human capital, as well as guidance on the responsible use of AI in the public sector aligned with human rights, democracy and the rule of law.
14. The Delegation of Italy informed the Committee of recent legislative developments, including the adoption of Law No. 132 of 23 September 2025 concerning artificial intelligence and efforts to implement the EU AI Act governance framework by the deadline of 2 August 2026.
15. The Delegation of the Republic of Korea, invited for the Thematic Hearing (see agenda item 9), informed the Committee that its national AI Act had been enacted and would enter into force in January 2026.
16. The Delegation of Ukraine presented ongoing national developments, including efforts to expand digital public services and integrate AI into public administration and education. It reported on the launch of an AI Centre of Excellence and outlined strategic priorities relating to national AI policy, AI product development and digital sovereignty, including the "Diia.AI" initiative.

17. The Secretariat provided updates on recent and forthcoming Council of Europe activities, including the Lisbon Forum and cooperation under the South Programme of the Council of Europe and the European Union, and informed the Committee of an event to be held on 10 December 2025 in Warsaw, Poland at the invitation of the Polish authorities, focusing on artificial intelligence, data protection and efficiency of justice.

Agenda item 7. Presentation of HUDERIA-related activities

18. The Secretariat and invited experts Mr Jordi ASCENSI and Ms Murielle POPA-FABRE, presented recent activities undertaken to support the dissemination and practical application of the HUDERIA Methodology, including the HUDERIA Academy (16–18 June 2025) and the HUDERIA Platform (19–20 June 2025).

19. The Secretariat reported that the HUDERIA Academy gathered around 90 participants in Strasbourg, including representatives of ministries of justice, ombudsperson institutions, data protection authorities, security services and national parliaments. Participants engaged with the methodology from diverse institutional perspectives, and initial feedback was positive, with several delegations discovering the methodology and the logic of the Framework Convention. Synergies with parallel Council of Europe work on cybercrime under the Convention on Cybercrime (Budapest Convention, ETS No. 185) and its Protocols and ongoing OECD work in the health sector were noted. Delegations welcomed the developments and noted the importance of creating synergies with the work of other international organisations in the context of AI governance. Mr Jordi ASCENSI and Ms Murielle POPA-FABRE who acted as trainers during the HUDERIA Academy and HUDERIA Platform sessions informed the Committee of their experiences conducting the sessions.

20. Ms Morgan BRIGGS (Alan Turing Institute) provided an overview of the activities conducted during a HUDERIA pilot training workshop on cybercrime held in September 2025 in Bucharest, Romania. She explained that the case-study scenario enabled participants to examine risk factors linked to data collection, model behaviour and stakeholder interactions, and she highlighted the added value of practice-based learning in familiarising participants with the HUDERIA Methodology.

21. The Committee heard a presentation by Ms Olha OSINSKA, Head of the Sandbox for AI and Blockchain Startups at the Ministry of Digital Transformation of Ukraine, on the implementation of a HUDERIA pilot with the Ukrainian Sandbox for AI and blockchain startups. She outlined the objective of creating a favourable legal environment for

innovation. She further explained the structure and outcomes of the sandbox programme.

22. In the ensuing discussion, the Delegation of Italy asked about the benefits of the sandbox for public authorities. The Delegation of Ukraine replied that the process generates practical insights for regulators by identifying challenges encountered by companies and informing subsequent policy development. The Delegation of Israel asked whether the sandbox directly facilitates access to regulators. The Delegation of Ukraine clarified that experts from relevant ministries, including those responsible for education and health, participate directly in the sandbox process and engage with companies as needed.

Agenda item 8. Examination of the Draft Model 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 Model)

23. The Chair presented the outcomes of the Working Group meeting held on 2 September 2025, on the basis of document CAI-OW(2025)1. The Committee took note of the information provided.
24. The Committee then heard presentations by the invited experts, Mr Jordi ASCENSI and Ms Murielle POPA-FABRE, together with the Secretariat, on preliminary ideas for the operationalisation of the HUDERIA Model. The experts outlined possible approaches for developing an online tool to support the practical application of the HUDERIA Methodology and Model. The Committee also took note of the Secretariat's proposal to prepare a feasibility study on the operationalisation of the HUDERIA Methodology and Model, including considerations related to its format, objectives and usability, with a view to also ensuring continuity of the work in 2026. Delegations expressed support for pursuing further work in this area and agreed that continued progress was necessary, in the common interest of maintaining momentum in a transparent and inclusive manner, while also recalling the non-binding and inspirational character of the HUDERIA Model.
25. The Committee then examined the draft HUDERIA Model Resources—COBRA A, B, C, E and F—on the basis of written comments submitted prior to the meeting and the additional observations made orally during the session. Delegations raised a number of drafting and clarification points across the different sections, including issues relating to scope and terminology, coherence of references to human rights, democracy and

the rule of law, the clarity and formulation of certain questions, and the placement or structure of specific elements. Comments also addressed linguistic consistency, and data-related considerations.

26. Following this examination, and taking into account the agreed modifications, the Committee adopted the HUDERIA Model: Context-Based Risk Analysis (COBRA) Resources as a non-legally binding *sui generis* tool and decided to transmit it to the Committee of Ministers to be taken note of.

Agenda item 9. Thematic Hearing: Connecting Asia, the Global South and Europe on Responsible AI in the Public Sector

27. The Committee held a thematic hearing entitled “*Connecting Asia, the Global South and Europe on Responsible AI in the Public Sector*”. The hearing brought together leading experts and senior policymakers from Brazil, India, Japan, Malaysia, the Republic of Korea, Tunisia and the United Kingdom, who shared insights on current policy developments, regulatory approaches and practical challenges relating to the deployment of artificial intelligence in the public sector.

28. The Committee welcomed the strong global interest in the Council of Europe Framework Convention on Artificial Intelligence and underlined the value of continued cooperation with partners in Asia and the Global South. Delegations highlighted that sustained dialogue across regions is essential to promote responsible, human-rights-centred approaches to AI in public administration and to support mutual learning, capacity-building and convergence of good practices.

Agenda item 10. Discussion on transitional measures for 2025-2026

29. The Secretariat recalled that the mandate of the CAI would conclude at the end of the year, in line with its terms of reference. It noted that discussions were ongoing within the Committee of Ministers in the context of the Council of Europe’s Programme and Budget cycle for 2026–2027, including the possible establishment of a new Steering Committee on New and Emerging Technologies (CDNET). It noted that the creation of the CDNET would ensure continuity of the work carried out by the CAI, particularly in relation to HUDERIA.

30. In this context, Ms Ana GOMEZ, Head of Division of the Council of Europe Directorate of Legal Advice and Public International Law (DLAPIL) informed the Committee that pending the establishment of the CDNET, the Secretariat and the CAI Bureau may

continue to work in close consultation to follow up on ongoing activities and prepare the relevant documentation for possible consideration by the future committee. Delegations expressed support for the continuation of this cooperation between the Secretariat and the Bureau during the transitional period, with a view to ensuring an orderly and coherent transition to a potential future CDNET.¹

Agenda item 11. Date and place of the next meetings

31. The Secretariat informed the Committee that, pending the decision of the Committee of Ministers on the establishment of the CDNET, it was not yet possible to confirm the date or place of the first meeting of the new committee. It nevertheless indicated, for planning purposes only and subject to the Committee of Ministers' decision, that the first meeting could tentatively be envisaged for April 2026.
32. The Committee took note of the information and instructed the Secretariat to revert to the matter of the date and place of the first meeting of the CDNET once further clarity is available.

Agenda item 12. Any other business

33. The Secretariat informed the Committee that the Council of Europe's Directorate of Internal Oversight (DIO) had launched an evaluation of the Organisation's work on artificial intelligence. The evaluation aims to assess the relevance, effectiveness and added value of the Council of Europe's activities in the field of AI, including their contribution to the protection and promotion of human rights, democracy and the rule of law. The Secretariat noted that the outcome of this process was expected to provide guidance on how the Council of Europe should position its future work on AI.
34. The Committee took note that Members, Participants and Observers of the CAI may be contacted individually by the DIO and invited to contribute to the evaluation.

Agenda item 13. Adoption of the List of Decisions, and close of the meeting

35. The Committee adopted the List of Decisions, and the Chair closed the meeting.

¹ On 18 November 2025, at their 1543rd (Budget) meeting, the Ministers' Deputies decided to establish the CDNET. The terms of reference can be consulted under document number CM(2025)131-addfinal.