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Uphold democracy and the rule of law in Georgia

Report¹

Committee on the Honouring of Obligations and Commitments by Member States of the Council of Europe (Monitoring Committee)

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1. Reference to committee: Urgent debate, Reference 4908 of 29 September 2025. In accordance with Rule 50.4 of the Assembly's Rules of Procedure, the report of a committee shall not contain an explanatory memorandum if the report is prepared under the urgent procedure.



Draft resolution²

1. The Parliamentary Assembly refers to its [Resolution 2585 \(2025\)](#) “Challenge, on substantive grounds, of the still unratified credentials of the parliamentary delegation of Georgia” and [Resolution 2600 \(2025\)](#) “The situation in Georgia and follow up to Resolution 2585 (2025) ‘Challenge, on substantive grounds, of the still unratified credentials of the parliamentary delegation of Georgia’” in which it expressed serious concerns about the rapid democratic backsliding and deep political and social crisis in Georgia. These developments raise serious doubts about the authorities’ willingness to abide by Georgia’s membership obligations and accession commitments to the Council of Europe.
2. The Assembly deeply regrets that the Georgian authorities have systematically ignored its concerns and recommendations about the democratic crisis in Georgia, which are shared by the international community at large. The rapid democratic backsliding has continued to such an extent that the very existence of democracy in Georgia is now being questioned.
3. The Assembly deplores the increasingly isolationist policies and antagonistic relations of the Georgian authorities with European organisations and their member States. It also deplores the unfounded attacks and baseless, damaging accusations against members of the international community in Georgia, which have multiplied in recent months. Against this backdrop, the Assembly deeply regrets the Georgian authorities’ rejection of any form of dialogue with the Assembly and their refusal to co-operate with the European Commission for Democracy through Law (Venice Commission) in preparing its opinions on Georgian legislation.
4. Regarding the upcoming local elections in Georgia, the Assembly deplores the fact that its call for an immediate, inclusive process to establish an electoral environment conducive to new, genuinely democratic elections was not implemented, as is evident from the decision by the majority of opposition parties not to participate in the upcoming local elections. The Assembly regrets that these elections will not be observed by civil society organisations with a well-respected track record in election observation, due to the crackdown on civil society. In this respect, it deeply regrets that the Georgian authorities did not invite the Congress of Local and Regional Authorities of the Council of Europe to observe the upcoming elections. The Assembly also regrets that the invitation to the Office for Democratic Institutions and Human Rights of the Organization for Security and Co-operation in Europe (OSCE/ODIHR) to observe these elections was issued purposefully so late as to render their observation impossible.
5. The Assembly condemns the ongoing and relentless crackdown on political dissent, including by the adoption of repressive legislation and the abuse of politically motivated legal proceedings against civil society, independent media, opposition forces and individual protesters. This crackdown exacerbates the country’s social and political crisis, violates its Council of Europe membership obligations and deepens its democratic backsliding.
6. The Assembly reiterates its condemnation of the politically motivated prosecution of opposition members, journalists, and civil society representatives in Georgia. In this regard, it deplores the disproportionate and politically motivated imprisonment of the journalist Mzia Amaghlobeli and several opposition party leaders on trumped-up charges. Such prosecutions aim to silence dissenting voices and are incompatible with a democratic society.
7. The Assembly deeply regrets that, despite its calls to the contrary, no effective investigations have been conducted into police brutality and other human rights abuses during the demonstrations, nor into the many substantiated reports of torture and ill-treatment of demonstrators during their arrest and detention. This stands in stark contrast with the lengthy prison sentences handed down to protesters on questionable and allegedly fabricated charges. The Assembly calls for an immediate end to the abuse of legal procedures to silence opposition and dissent, and for the immediate release of all persons subjected to politically motivated persecution in Georgia.
8. A dynamic and pluralistic civil society is essential for a well-functioning democracy. Civil society in Georgia has historically played a pivotal role in the country’s democratic development. The Assembly is therefore seriously concerned about the Georgian authorities’ actions against NGOs to enforce the controversial Foreign Agent Registration Act, which impedes their proper functioning. The Assembly notes that, alongside the Foreign Agent Registration Act, the Transparency of Foreign Influence Law, which falls short of European standards, remains in force. Furthermore, the Assembly regrets the adoption of the Law on Grants by the Georgian Parliament on 16 April 2025. This law requires international donors, including the

2. Draft resolution adopted unanimously by the committee on 30 September 2025.

Council of Europe and its member States, to obtain the Georgian Government's approval before providing funds or assistance to Georgian civil society organisations. Receiving an unauthorised grant will result in the local organisation being fined twice the amount received. More than 30 civil society organisations have been informed that they will be subjected to inspections by the anti-corruption bureau, the independence of which from the executive branch of government has been widely questioned. The cumulative effect of these laws has been devastating for civil society in Georgia, whose survival is currently at risk. In this context, the Assembly deplores the freezing of the bank accounts of seven well-respected civil society organisations as part of a criminal investigation into alleged sabotage on behalf of foreign entities. This has had a chilling effect on Georgian civil society.

9. The Assembly is concerned that intimidation and retaliation against civil servants, including a large number of dismissals, have continued. This undermines the existence of an independent and impartial civil service in Georgia.

10. The Assembly reiterates its serious concerns regarding the parliamentary investigative commission into the activities of the "United National Movement (UNM) regime" and its political representatives between 2003 and 2012. This investigation was later extended to cover the period from 2012 until the present day. The Assembly deplores the commission's conclusion that the UNM and its affiliated parties hindered the establishment of a healthy political system in Georgia and should therefore be banned. The Assembly strongly condemns the recent announcement by Georgia's prime minister that the ruling majority will appeal to the Constitutional Court to declare all parties belonging to the "collective UNM" – practically the entire current democratic opposition – unconstitutional. In the Assembly's view, such banning of the democratic opposition would effectively establish a one-party dictatorship in Georgia, which would be incompatible with Council of Europe membership.

11. The Assembly urges the Georgian authorities to immediately reverse the breakdown of democracy in the country. It reiterates its readiness to engage in open and constructive dialogue with the authorities and all political and social forces in Georgia, with the aim of reversing the democratic backsliding and ensuring that the country honours its membership obligations and accession commitments to the Council of Europe. However, the Assembly emphasises that such a dialogue can only be based on acceptance of the Council of Europe's fundamental norms and principles. It notes that Georgia can benefit from the full support of the Council of Europe in this respect and urges the authorities to make use of all tools available. As a sign of its readiness for dialogue, the Assembly supports the rapporteurs for Georgia of the Committee on the Honouring of Obligations and Commitments by Member States of the Council of Europe (Monitoring Committee) to visiting the country at their earliest convenience.

12. The Assembly recognises that reversing the breakdown of democracy in Georgia is an issue for all Council of Europe bodies. It therefore urges the bodies of the Council of Europe to use all available means including those under Article 52 of the European Convention on Human Rights (ETS No. 5) and invites member States to use interstate applications to the European Court of Human Rights under Article 33 of the Convention, to ensure that Georgia fully honours all the standards and obligations stemming from Council of Europe membership.