



Committee of the Parties
to the Council of Europe Convention
on Action against Trafficking in Human Beings

Recommendation CP/Rec(2025)11
on the implementation of the Council of Europe Convention
on Action against Trafficking in Human Beings
by Georgia

*adopted at the 37th meeting of the Committee of the Parties
on 18 December 2025*

The Committee of the Parties to the Council of Europe Convention on Action against Trafficking in Human Beings (hereinafter referred to as "the Convention"), acting under the terms of Article 38(7) of the Convention;

Having regard to the purposes of the Convention to prevent and combat trafficking in human beings, while guaranteeing gender equality, protect the human rights of victims of trafficking, design a comprehensive framework for the protection and assistance of victims and witnesses, ensure the effective investigation and prosecution of the offences related to trafficking in human beings, and promote international co-operation;

Bearing in mind the provisions of Article 36(1) of the Convention concerning the monitoring role of the Group of Experts on Action against Trafficking in Human Beings (GRETA) in the implementation of the Convention;

Having regard to the Rules of Procedure of the Committee of the Parties;

Having regard to the instrument of ratification deposited by Georgia on 14 March 2007;

Having examined the fourth report concerning the implementation of the Convention by Georgia, adopted by GRETA at its 54th meeting (30 June - 4 July 2025), as well as the comments of the Georgian Government received on 25 September 2025;

Bearing in mind the focus of the fourth evaluation round of the Convention on vulnerabilities to human trafficking and measures taken to prevent them, detect and support vulnerable victims, and punish the offenders, as well as the additional focus on the use of information and communication technology (ICT);

Considering the conclusions and proposals for action contained in Appendix 2 of GRETA's fourth report on Georgia related to the thematic focus of the fourth evaluation round and follow-up topics specific to Georgia;

Welcoming the measures taken and the progress achieved by Georgia in implementing the Convention, and in particular:

- the further development of the legislative framework through amendments to the Law on Combating Trafficking in Human Beings;
- the efforts made to strengthen the protection of migrant workers, regulate and control the activities of intermediary companies involved in the placement of migrant workers, and extend the mandate of the Labour Inspection Office;

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- the regular adoption of a biannual National Action Plan for Combating Trafficking in Human Beings;
 - the provision of guidance and training on the identification of victims of trafficking to relevant professionals;
 - the opening of a third state shelter for victims of trafficking;
 - the steps taken to strengthen the investigation and prosecution of human trafficking for the purpose of labour exploitation, including the setting up of a working group by the Prosecutor's Office with the participation of the police, the Ministry of Justice and the Labour Inspection Office;

A. Recommends that the Government of Georgia take measures to address the following issues for urgent action¹ identified in GRETA's report:

1. take additional measures to prevent trafficking of children and young persons, including by:
 - taking all necessary actions to ensure the implementation of legal safeguards against child labour, including prevention, effective control and referral of cases of child labour. The involvement of labour inspectors in preventing and combating child labour, notably in agriculture, should be increased;
 - implementing prompt actions in order to prevent and address cases of school drop-out;
 - increasing the human, financial and material resources of shelters, day-care centres and mobile teams working with children in street situations (paragraph 43);
2. take further steps to improve the identification of victims of trafficking in human beings, including by:
 - reviewing the National Referral Mechanism (Government Decree No. 284 of 11 April 2014) in order to address the low number of referrals to the Permanent Group and the high threshold of proof to be identified as a victim of trafficking, as well as to ensure that the identification of victims of trafficking is not dependent on their willingness to co-operate in the criminal proceedings and is based on a victim-centred and trauma-informed approach;
 - strengthening the identification of victims of human trafficking among children in street situations by ensuring that coercion or any other means are not required for the identification of child victims of trafficking;
 - improving the identification of victims of trafficking among migrants workers, asylum seekers, refugees and irregular migrants;
 - ensuring that all victims under Georgian jurisdiction can be identified and referred to assistance, irrespective of the country where the exploitation took place, in compliance with Articles 10 and 12 of the Convention (paragraph 115);
3. ensure that all human trafficking offences are prosecuted as such rather than as lesser offences every time the circumstances of the case allow this, and lead to effective, proportionate and dissuasive sanctions for those convicted (paragraph 146);
4. amend the legislation to ensure that victims and witnesses of human trafficking, including children, are provided with effective protection from potential retaliation, intimidation and retraumatisation, including the possibility to provide testimony through audio-visual means to avoid direct confrontation with the defendants (paragraph 152);

¹ The number of the paragraph setting out GRETA's proposals in the report is indicated in brackets.

5. facilitate and guarantee access to compensation for victims of trafficking, including by:
 - ensuring that the collection of evidence about the harm the victim has suffered, including the financial gain from the exploitation, is part of the criminal investigations with a view to supporting compensation claims in civil court;
 - ensuring that victims can obtain a decision on compensation from the offender within a reasonable time;
 - providing training to lawyers, investigators, prosecutors and judges on their role in supporting victims' claims for compensation;
 - increasing the amount of state compensation in order to ensure that it corresponds to the actual harm suffered by victims (paragraph 177);
6. take legislative and other measures to build strategic partnerships with civil society actors working with victims of trafficking and vulnerable groups, and to protect the private life and identity of victims of trafficking, in compliance with Articles 11 and 35 of the Convention, including by repealing the Law on Transparency of Foreign Influence and the Law on Foreign Agents Registration (paragraph 184);

B. Bearing in mind GRETA's conclusions that some recommendations made repeatedly in preceding evaluation rounds have not been implemented or have been only partially implemented, requests the Georgian authorities to take steps to implement the recommendations in points 2, 3 and 5 as a matter of priority;

C. Recommends that the Georgian authorities take measures to implement the other proposals for action listed in Appendix 2 of GRETA's fourth evaluation report;

D. Requests the Georgian Government to report to the Committee of the Parties on the measures taken to comply with this recommendation by 18 December 2027;

E. Invites the Georgian Government to continue the dialogue in progress with GRETA and to keep GRETA regularly informed of the measures taken in response to GRETA's conclusions.