COUNCIL OF EUROPE

CONSEIL DE L'EUROPE

# Information Documents

## SG/Inf(2026)33

12 November 2026[1]

# Consolidated report on the conflict in Georgia (April – September 2026)

1. This document has been classified restricted until examination by the Committee of Ministers.

## Introduction

1. At their 1080th meeting on 24 and 26 March 2010, the Ministers' Deputies (hereafter the Deputies) took the following decision: "The Deputies, restating the previous decisions of the Committee of Ministers, invited the Secretary General to prepare his consolidated report on the conflict in Georgia based on his outline and taking into account the comments made during the present meeting".

2. It is recalled that the objective of the report is to take stock of the situation in Georgia following the armed conflict between the Russian Federation and Georgia in August 2008, to report on the related activities of the Council of Europe and to propose further Council of Europe action. The report is composed of four parts:

- update on major developments in the period under review;
- assessment of statutory obligations and commitments related to the conflict and its consequences;
- the human rights situation in the areas affected by the conflict; and
- current Council of Europe activities aimed at addressing the consequences of the conflict, their follow-up and proposals for future action.

3. This 34th consolidated report covers the period April - September 2026. It notably builds on the previous consolidated reports and on the related decisions by the Deputies.

4. A delegation of the Secretariat carried out a fact-finding visit to Tbilisi on 14 to 15 September 2026 and had the opportunity to discuss the situation with the Georgian authorities, as well as representatives of international organisations and civil society. The Secretariat wishes to express its gratitude to the Georgian authorities for their support in organising the visit and to all interlocutors for their assistance and valuable contributions.

5. The Secretary General continues to call for access in view of fact-finding visits to the Georgian regions of Abkhazia and the Tskhinvali region/South Ossetia for the preparation of consolidated reports. The Secretariat was not given access on this occasion. This lack of access limits the Secretariat's ability to independently verify information concerning the situation in these regions. In the period under review, the Secretariat and experts also continued to have contacts for the purpose of the implementation of Confidence-Building Measures (CBMs).

6. This report does not replace the monitoring procedures established in the Council of Europe. Nor should it be seen as prejudging any possible decisions in the cases related to the conflict and its consequences at the European Court of Human Rights (hereafter "the Court").

7. It is a fundamental objective of the member states of the Council of Europe to uphold the territorial integrity of Georgia. In their successive decisions, the Deputies have reiterated their unequivocal support for the sovereignty and territorial integrity of Georgia within its internationally recognised borders. The Deputies have called upon the Russian Federation to stop and reverse illegal processes and to comply with its international obligations and commitments.[2] Nothing in this report should be interpreted as being contrary to the full respect of the territorial integrity and sovereignty of Georgia within its internationally recognised borders.

2. CM/Del/Dec(2026)1559/2.1 (latest decision of the Ministers' Deputies of 6 May 2026).

8. This report does not prejudge or infringe upon a possible future political settlement of the conflict, nor potential progress within the framework of the Geneva International Discussions (GID) on the implementation of the six-point Ceasefire Agreement of 12 August 2008 between the Russian Federation and Georgia under the auspices of the European Union (EU), and the implementing measures of 8 September 2008.[3]

## I. Update on major developments in the period under review

9. The 67th round of the GID co-chaired by the United Nations, the European Union, and the Organisation for Security and Co-operation in Europe (OSCE) took place on 30 June 2026. As per arrangements stemming from the above-mentioned Agreement and implementing measures, the meeting convened in two parallel working groups on security and humanitarian issues. It was preceded by an information session on the topic “Incident Prevention Mechanisms: Comparative Lessons from other contexts” conducted by United Nations experts from the Standby Team of Senior Mediation Advisers.

10. The security situation on the ground since the 66th round continued to be reviewed by Working Group I with a particular focus on the agenda item “Non-Use of Force and International Security Arrangements”. Participants also explored possible ways to ensure the resumption of the Gali Incident Prevention and Response Mechanism. Meanwhile, Working Group II has continued to discuss humanitarian issues, including crossings, documentation, livelihoods, missing persons, and health as well as freedom of movement and external mobility. As in previous instances, the issue of internally displaced persons and refugees, specifically as regards the issue of “returns”, could not be discussed, due to a walkout by some participants. The 68th GID round is scheduled for November 2026 in Geneva.

11. According to the Co-Chairs, the participants underlined that their continued engagement in the GID testifies to their commitment to a peaceful settlement of all pending issues. In light of the challenging situation and security developments in the wider region, the participants reiterated the importance of the GID’s contribution to stability and security in the South Caucasus. Nonetheless, in their respective statements, the participants continued to provide differing assessments of the security situation and humanitarian issues on the ground.

12. Russian participants as well as participants from Abkhazia and the Tskhinvali region/South Ossetia reiterated earlier calls to relocate the GID, arguing that Switzerland no longer provided a “neutral” venue for negotiations. These statements, however, did not produce any formal consequences, with no change of venue being foreseen for upcoming rounds.

13. The Georgian Government considered that the ongoing Russian military aggression against Ukraine and the tense geopolitical situation including the conflict in Iran continues to impact discussions in Geneva. At the same time, it emphasised the importance of the GID as the only format addressing Russia’s international obligations relating to the armed conflict, as mandated by the Six-Point Ceasefire Agreement of 12 August 2008, under the auspices of the European Union (EU), and the implementing measures of 8 September 2008.

14. The Secretariat received reports about various measures employed to silence dissent and impose a more lenient attitude towards so-called “agreements” concluded with the authorities in control, including sentencing in absentia in the Russian Federation, revocation of Russian citizenship, as well as entry bans and “foreign agent” designations. During the period under review, Russia continued to push for the adoption of the so-called “apartment law”, designed to ease the purchasing of immovable property by Russian citizens in the eastern parts of the region; and the so-called “agreement on the implementation of investments projects by Russian legal entities in the territory of Abkhazia”, offering certain privileges to Russian corporate actors.

3. On 8 September 2008, a set of Implementing Measures of the Six-Point Agreement was introduced as a reaffirmation of the commitments made in the Agreement.

15. The Georgian authorities denounced the continued alignment of the Georgian regions of Abkhazia and the Tskhinvali region/South Ossetia with Russian strategic and economic interests. Notably they expressed deep concern over the conclusion and the rushed implementation of the so-called "Treaty on the Deepening of Allied Cooperation" of 9 May 2026 between Russia and the authorities in control in the Tskhinvali region/South Ossetia, which reportedly allows Russian citizens to hold so-called public positions within the said region without conditioning such positions on prior residence in the region. It also stipulates closer co-ordination of "foreign, security and defence policies and border control, further harmonisation of legislation and the development of a common economic space facilitating the movement of capital, goods, services and labour." Overall, the Georgian authorities have pointed out further initiatives aimed at deepening the two regions' connectivity with Russia and their integration into its legal, security and economic space.

16. Illegal so-called presidential elections took place in the Tskhinvali region/South Ossetia on 18 September under these new legislative provisions. The so-called "election" of Mr Marat Kambolov strengthened the perception of a firmer Russian grip over the region. Mr Kambolov, who was publicly backed by Russian President Putin, earlier held a position in a development and research institute in the Russian Federation.

17. The Georgian authorities also sharply condemned the organisation of illegal voting for the Russian State Duma elections in the Georgian regions of Abkhazia and the Tskhinvali region/South Ossetia on 18 to 20 September.

18. The delegation's attention was drawn to announced plans by Russian authorities to accelerate the illegal processing of Russian passport applications for residents of both the Georgian regions of Abkhazia and the Tskhinvali region/South Ossetia, often presented as means of ensuring access to full rights.

## II. Assessment of statutory obligations and commitments related to the conflict and its consequences

19. Below is an update on statutory obligations and specific commitments – as listed in Parliamentary Assembly Opinions 193 (1996) and 209 (1999) – which have been selected for the purpose of reporting on the conflict in Georgia and its consequences. This part builds on Part 1 of the first and second consolidated reports on the conflict in Georgia SG/Inf(2010)8 and SG/Inf(2010)19-final).

a. *To accept the principles of the rule of law and of the enjoyment by all persons within its jurisdiction of human rights and fundamental freedoms, and to collaborate sincerely and effectively in the realisation of the aim of the Council of Europe.*

b. *To settle international as well as internal disputes by peaceful means (an obligation incumbent upon all member states of the Council of Europe), rejecting resolutely any forms of threats of force against its neighbours.*

20. During the reporting period, the Georgian Government reiterated its commitment to pursue the peaceful conflict resolution policy. In this respect, the Georgian authorities again emphasised the importance of taking into account evolving geopolitical realities in the strategic review process of the "State Strategy for De Occupation and Peaceful Conflict Resolution" while the implementation of the 2010 Engagement Strategy and its associated Action Plan continues.

21. It is recalled that although the Russian Federation ceased to be a High Contracting Party to the European Convention on 16 September 2022, it remains bound by obligations under the Convention for the events that occurred up until that date, including to implement judgments of the Court, in accordance with Article 58 of the Convention. The Committee of

Ministers continues to supervise the execution of the judgments and friendly settlements concerned.

22. As previously reported, the Court delivered its decision on *Georgia v. Russia (II)* (application no. 38263/08), concerning the armed conflict between the Russian Federation and Georgia in August 2008 and its consequences. The Deputies subsequently recalled that the judgment established the responsibility of the Russian Federation for grave human rights violations during the period of occupation of the Georgian regions of Abkhazia and the Tskhinvali region/South Ossetia following the August 2008 war as the state exercising effective control over those regions, including the killing, torture, ill-treatment and arbitrary detention of Georgian civilians and military personnel, the looting and burning of Georgian homes, the inhuman treatment of Georgians targeted as an ethnic group, and the deprivation of the right of internally displaced persons (IDPs) and refugees to return to their homes.[4] The Georgian Government submitted its observations under Article 41 of the European Convention on Human Rights (hereafter "the Convention") in January 2022, accompanied by the list of victims. In its judgment on just satisfaction, handed down on 28 April 2023, the Grand Chamber ruled that the respondent state, the Russian Federation, was to pay cumulatively the applicant government, Georgia, within three months, €129 827 500 in respect of non-pecuniary damages suffered by an identifiable group of individual victims of the above-listed breaches of the Convention.

23. The Committee of Ministers ("CM") returned to the examination of the *Georgia v. Russia (II)* judgment during its 1569th meeting (15 to 16 September 2026) (DH).[5] In its decision, the CM expressed profound concerns that the payment of just satisfaction and default interest accrued had still not been made and insisted firmly on Russia's unconditional obligation to do so without delay.[6] It strongly urged the Russian authorities to pay without any further delay. Moreover, the Deputies again exhorted the Russian authorities to thoroughly, independently, effectively and promptly investigate the serious crimes committed during the active phase of hostilities as well as during the period of occupation, so as to identify all those responsible for the purposes of bringing the perpetrators to justice. They also firmly reiterated their serious concern about the inability of Georgian nationals to return to their homes, and strongly insisted that the Russian Federation, having effective control over these regions, ensure without delay measures to prevent kidnapping, killing, torture or any other incident impeding the free and safe movement of Georgian nationals, and allow for the safe return of persons wishing to return to their homes.

24. On 9 April 2024, the Court (Second Section) delivered a judgment on the merits in the inter-State case *Georgia v. Russia (IV)* (no. 39611/18), referring to the ongoing illegal so-called "borderisation" process as "one of the most painful legacies of the August 2008 armed conflict".[7] In its submission, the Georgian Government had denounced the deterioration of the human rights situation along the Occupation Line (OL), alleging in particular that people had been killed, arrested, illegally detained and/or ill-treated for "illegally crossing", while also pointing to deprivation of land, separation of families and the imposition of Russian as the instruction language for Georgian children in the region. In its judgment, the Court found that it had sufficient evidence to conclude beyond reasonable doubt that the incidents alleged were not isolated and were sufficiently numerous and interconnected to amount to a pattern or system of violations. It also noted that the apparent lack of an effective investigation into the incidents and the general application of the measures to all people concerned proved that such practices were officially tolerated by the Russian authorities. The Court thus held that there had been violations of the right to life, the prohibition of inhuman or degrading treatment, the right to liberty and security, the right to respect for private and family life, the right to protection

4. CM/Del/Dec(2023)1479/2.1, 31 October 2023.

5. CM/Del/Dec(2026)1569/H46-34.

6. As of 16 September 2026, the total amount owed by the Russian Federation in line with this judgment, including default interest accrued was €156 096 049,40.

7. *Georgia v. Russia (IV)*, Application No. 39611/18, judgment of 9 April 2024, paragraph 11.

of property, the right to education and the right to freedom of movement. The question of just satisfaction (Article 41) was dealt with by a Chamber judgment of 13 October 2025, with the Court unanimously awarding a total of €253 018 000 in respect of non-pecuniary damages suffered by more than 29 000 victims of that pattern or system of violations. In the same judgment, the Court entrusted the Georgian Government with establishing an effective mechanism for distributing the sums awarded to the individual victims within 18 months of payment by the Russian Government.

25. At its 1569th meeting on 15 to 16 September, the CM examined for the first time the execution of the *Georgia v. Russia (IV)* judgment. The CM strongly regretted that no payment of just satisfaction awarded by the Court had yet been made and urged the Russian authorities to pay the amount without any further delay.[8] Moreover, the Deputies reiterated the necessity for the Russian Federation, as the state exercising effective control, to take urgent and tangible measures to ensure cessation, as well as elimination, of the root cause of the administrative practices targeting ethnic Georgians, including excessive use of force against those attempting to cross the administrative boundary line (ABL), ill-treatment of detainees, denying the right to education in the native Georgian language, and obstacles preventing the affected residents from accessing their homes, property, agricultural lands, cemeteries and family members. The Deputies also reiterated the importance of the continuation and effective functioning of the Geneva International Discussions (GID).

26. In light of the Russian authorities' failure to co-operate with the Court and engage with the supervision process, the CM has invited the authorities of the member states to explore all possible means to ensure execution of these cases.

27. As regards individual conflict-related cases, in addition to previous judgments, on 23 June 2026, the Court delivered its ruling on *Malachini and Others v. Russia* (applications nos. 9184/09 and 22580/10) relating to the alleged torture and killing of Georgian prisoners of war detained by South Ossetian forces in Tskhinvali during and in the immediate wake of active hostilities between 9 and 19 August 2008. The Court found violations of Articles 2 and 3 while establishing that Russia was responsible for the actions of the South Ossetian forces and had furthermore failed to conduct effective investigations into the deaths and allegations of torture.

28. The investigation authorised by the International Criminal Court (ICC) into the *Situation in Georgia* covering the period from 1 July 2008 to 10 October 2008, for war crimes and crimes against humanity allegedly committed in and around the Tskhinvali region/South Ossetia, Georgia, was concluded on 16 December 2022.[9] The three arrest warrants issued by the Office of the Prosecutor on 30 June 2022 remain active to date and remain important elements for accountability.

c. *To respect strictly the provisions of international humanitarian law, including in cases of armed conflict on its territory.*

d. *To co-operate in good faith with international humanitarian organisations and to enable them to carry out their activities on its territory in conformity with their mandates.*

e. *To facilitate the delivery of humanitarian aid to the most vulnerable groups of the population affected by the consequences of the conflict.*

29. The International Committee of the Red Cross (ICRC) continues its longstanding activities in support of efforts aimed at clarifying the fate and whereabouts of approximately 1 800 persons that still remain unaccounted for as a result of the armed conflicts, also accompanying their families.

8. As of September 2026, the total amount owed by the Russian Federation in line with the judgment, including default interest accrued was €258 977 787.
9. Statement of the Prosecutor of the International Criminal Court, 16 December 2022.

30. The respective Coordination Mechanisms, facilitated and chaired by the ICRC, continued to function as important humanitarian platforms for ensuring an effective and sustainable search process. The Coordination Mechanism on Persons Unaccounted for in Connection with the Events of the 1992-1993 Armed Conflict and After consisting of Georgian and Abkhaz participants held its 18th meeting on 14 May 2026 in Istanbul, Türkiye. The Coordination Mechanism on People Missing in Connection with Armed Conflicts of the 1990s and August 2008 and their aftermath involving Georgian, South Ossetian and Russian participants met on 18 June, after an 18-month break. The participants continued to discuss the efforts to advance the search for 116 missing persons and the importance of exchange of information, including on potential burial sites.

31. The ICRC also proceeded with the collection and analysis of available data for the identification of missing persons, also implementing forensic capacity-building activities and facilitating the handover of human remains. On 18 May, the remains of eleven people missing in connection with 1992-93 armed conflict were handed over to their families in Tbilisi for dignified burial. Meanwhile, the remains of one missing person were returned to family in Abkhazia. This was made possible under the humanitarian mandate of the Coordination Mechanism on Persons Unaccounted for in Connection with the Events of the 1992-1993 Armed Conflict and After.

32. The ICRC and the participants have pursued efforts on the gradual transition of tasks and responsibilities undertaken by the ICRC to local stakeholders notably as regards forensic work and data collection. A Memorandum of Understanding on Data Sharing was signed between the Office of the Georgian State Ministry for Reconciliation and Civic Equality (SMR), the International Committee of the Red Cross, and the National Forensic Bureau to facilitate the exchange of data between the parties solely for the humanitarian purpose of the forensic identification of missing persons. As previously reported, the support to families' component is now fully organised by local structures.

33. The ICRC furthermore carried out other regular activities in line with its mandate as a neutral humanitarian intermediary and maintained contacts between separated families. As part of its confidential bilateral dialogue, it engaged in detention work with the aim of securing human conditions of detention and, upon request, re-establishing or facilitating communication between detainees and their families by exchanging "Red Cross Messages." In the Tskhinvali region/South Ossetia, the ICRC provided domestic support as well as food, hygiene, and medical/orthopaedic assistance to particularly vulnerable individuals. In Abkhazia, the ICRC also delivered assistance to particularly vulnerable families and individuals, including assistance to vulnerable people in the remote Kodori Gorge. During 2026, by 1 September, the ICRC facilitated a total of 166 medical evacuations from the Tskhinvali region/South Ossetia.

34. The UN agencies, funds and programmes continued to engage in the Georgian region of Abkhazia through a range of programming activities, based on the internationally recognised human rights standards and humanitarian principles. Access for project related purposes continued where possible despite the continued so-called visa issue. The EU remained a major funder of these programmes, alongside individual states. The Secretariat delegation's interlocutors also pointed to the tangible positive impact of projects facilitating people-to-people contacts across the dividing lines, emphasising the importance of upholding this engagement in view of the overall goal of peacebuilding.

35. As previously reported however, serious concerns persist over the shrinking space for engagement, particularly in the Georgian region of Abkhazia. CBMs and other channels of communication continued to be negatively affected by excessive scrutiny, bureaucratic hurdles and hostile rhetoric by the authorities in control. The overall operating environment continued to be characterised by widespread legal and political uncertainty as highlighted by inconsistent travel modalities for programme participants. Notably, the replacement of long-term so-called visas with only month-long ones for UN local staff has contributed to additional operational

constraints. Partner NGOs of international organisations reportedly continued facing pressure, stigmatisation and intimidation by security actors.

36. Despite repeated offers and calls, no progress was made concerning international humanitarian access to the Tskhinvali region/South Ossetia, which remained exclusively restricted to the ICRC.

37. The Georgian authorities continued to implement a range of humanitarian support programmes to conflict-affected populations across the OL. At the same time, they reiterated that humanitarian engagement must remain status-neutral and should not be conditioned on conduct or activities incompatible with Georgia's sovereignty and territorial integrity.

38. During the reporting period, the dedicated State Referral Healthcare Service Programme financed treatment for 532 patients from Abkhazia and the Tskhinvali region/South Ossetia, as well as 2 958 patients living in villages adjacent to the OL. Over the same period, 111 persons were medically evacuated to hospitals in Tbilisi-administered territory under the programme "*Ambulance, Emergency and Medical Transportation*", of which 31 patients are from the Georgian region of Abkhazia and 80 patients are from the Georgian Tskhinvali region/South Ossetia. In this regard, the delegation was informed of ongoing discussions within the GID framework on a possible solution to allow the ambulances to cross the OL with Abkhazia, thus facilitating the evacuations.

39. Support provided by the Georgian Government furthermore comprised various pharmaceuticals, vaccines and other medical supplies, the delivery of which was facilitated under the status-neutral Liaison Mechanism (LM) and by international partners. The LM also facilitated supply of insecticides and vaccine supply for livestock to farmers.

40. The Georgian authorities remained committed to a pragmatic and humanitarian engagement policy as an important direction of its comprehensive peaceful conflict resolution under the flagship "A step to a better future" peace initiative. Cross-OL trade continued to be fostered through simplified status-neutral procedures for business registrations and commercial grants, thereby improving the socio-economic situation of the conflict-affected population. Since its inception in 2020, the "Peace Fund for a Better Future" has successfully provided support to 138 joint projects: during the reporting period, 18 new business projects were launched mainly in the agricultural field under the Fund's sixth call.

41. The SMR informed the delegation that for the period under review it had issued non-objection orders relating to 30 new projects implemented by IOs and INGOs in the Georgian region of Abkhazia. Some interlocutors however pointed to delayed responses to a number of applications concerning peacebuilding projects.

42. The SMR also maintained close co-operation with conflict-affected women and women-led CSOs working on peacebuilding issues. Meetings were held in villages adjacent to the OL to identify needs and raise awareness about state services available to victims of gender-based violence. In a similar vein, the SMR has developed opportunities to encourage the active engagement of youth in peacebuilding efforts, including by organising the annual Youth Peace Award and a newly inaugurated Youth Peace School aimed at promoting peaceful conflict resolution policy among university students.

43. The SMR's unified information portal 'www.openbf.info', developed with UNDP support, continues to fully operate. It serves as a consolidated platform offering comprehensive and user-friendly information in Georgian, Abkhazian, Ossetian and English languages about all programmes, services and benefits available to residents of the Georgian regions of Abkhazia and the Tskhinvali region/South Ossetia.

44. The Georgian Government also continued to allocate funding to address remaining needs in the field of infrastructure, transportation, education and healthcare for the conflict-affected population in villages adjacent to the OL, through a dedicated Government Commission.

## III. Human rights situation in the areas affected by the conflict

45. The fragile security environment continued to have a direct overall impact on the human rights situation. Although no major security tensions were reported, regular various scale illegal military exercises conducted by the Russian Federation and local security actors, violation of Georgian airspace and OL overflights, as well as military infrastructure reinforcement observed in both contexts, pointed towards a systematic militarisation trend while entrenching the overall perception of insecurity.

46. The European Union Monitoring Mission (EUMM) continued to note routine military exercises held in the Georgian regions of Abkhazia and the Tskhinvali region/South Ossetia. The Georgian authorities cited 35 illegal military drills in the Tskhinvali region/South Ossetia and Abkhazia during the reporting period, as well as 18 cases of airspace violation, either by helicopters or unmanned aerial vehicles (UAVs). The Georgian authorities noted the continuation of the practice of illegal detentions, with 25 new cases recorded, 15 in the Tskhinvali region/South Ossetia and 10 in Abkhazia.

47. The Georgian authorities pointed to continued illegal so-called “borderisation” processes, citing 13 incidents in relation to the Tskhinvali region/South Ossetia involving the installation of surveillance equipment, barriers, barbed wire, cameras, motion detectors and other infrastructure. The EUMM noted the installation of 637 metres of new fencing in the Tskhinvali region/South Ossetia in the period from April to September 2026, as well as the installation of 130 metres of new fencing in Abkhazia, alongside new surveillance devices and so-called border signs.

48. The Georgian authorities furthermore noted that all unresolved cases remained unaddressed, deploring a manifest lack of effective investigations into the killings of Giga Otkhozoria, Davit Basharuli, Archil Tatunashvili, Irakli Kvaratskhelia, Inal Jabiev, Temur Karbaia and Tamaz Ginturi. Various interlocutors denounced the overall sense of impunity surrounding crimes committed against ethnic Georgians, highlighting the pressing need to ensure accountability for grave human rights violations and bringing the perpetrators to face justice.

49. The illegal so-called “borderisation” and other unilateral restrictions continued, affecting the daily lives and enjoyment of human rights of the conflict-affected population, disrupting their access to basic rights, services and livelihood opportunities. Various forms of discrimination against ethnic Georgians, including by depriving conflict-affected children of the right to an education in their mother tongue, continue to deepen their alienation and increase the risk of new displacement.

50. Concerns persist about the deterioration and distortion of Georgian religious and cultural heritage in both regions. According to the Georgian authorities, many religious sites and monuments have been reportedly altered, neglected or misrepresented in ways that purportedly erases their original Georgian character.

### III.1 Reports on the Georgian region of Abkhazia, Georgia

#### III.1.i Security

51. No progress was reported towards the resumption of the Gali Incident Prevention and Response Mechanism (IPRM) under the auspices of the United Nations, which remains suspended since 2018, limiting the channels for addressing humanitarian and security

concerns. The Georgian Government expressed regret over purported attempts by authorities in control to insist on preconditions which depart from the existing ground rules and principles. The EUMM-facilitated hotline continued to operate. The Georgian authorities expressed concerns relating to its inconsistent use. According to the EUMM, there were 135 activations of the hotline between March and August 2026.

52. As regards the illegal so-called “borderisation” activities, while the number of newly reported instances remained significantly lower than in the Tskhinvali region/South Ossetia, their continuation highlighted the potential for further incidents and tensions

53. During the reporting period, the Georgian authorities noted multiple cases of violation of Georgia’s airspace by helicopters and UAVs. The EUMM cited three cases of direct observation of UAVs and four cases involving helicopters with some of the incidents being raised via the hotline. The Georgian authorities also expressed serious concerns that the continued operation of the Sukhumi airport and related air traffic violate its sovereignty and international law while carrying broader security implications, including potential military use.

### III.1.ii Freedom of movement

54. The current period saw no major change in crossings through the Enguri Bridge, with fairly consistent traffic. Delays with obtaining so-called documents for crossing purposes as well as allegations of selectivity in their granting by the authorities in control nonetheless impacted freedom of movement for local residents.

55. The Georgian authorities observed that the malpractice of illegal detentions persisted. The Georgian authorities again cited comments raised at the GID about Georgian citizens under illegal investigation by the authorities in control, where the hotline does not appear to have been activated. The Georgian authorities cited 10 cases of illegal detentions during the reporting period. In total the Georgian authorities cited nine people who remain in illegal custody during the reporting period, consisting of six Georgian citizens and three foreigners.

56. Kristine Takalandze, deprived of her liberty since 2022, remains in illegal custody. Georgian citizens Shalva Khizanishvili and Emzar Bagishvili were illegally detained on 1 October 2025 and 10 March 2026 respectively on allegations of so-called espionage and have not been released. The Georgian authorities reiterated that there could be more illegal detainees not declared via the hotline.

### III.1.iii Humanitarian situation

57. The humanitarian plight of the ethnic Georgian population remains a matter of concern. During the reporting period, access through the two so-called “crossing points” continued, although they are still subject to arbitrary closures.

58. Emergency medical evacuations to Tbilisi-administered-territory remained available throughout the reporting period, also by virtue of an effective facilitation via the EUMM-managed hotline. Cumbersome administrative requirements by the authorities in control however continue to be in place and create additional obstacles for the local population. The Georgian authorities reported that 31 patients were transported to the Tbilisi-administered territory during the period under review.

### III.1.iv Identity documents

59. Documentation gaps remained a recurrent problem impacting both the status and daily lives of ethnic Georgians, primarily in Gali but also in Ochamchire and Tkvarcheli, with adverse implications for the effective enjoyment of their rights, in particular freedom of movement, employment and property rights.

60. During the period under review, the authorities in control continued to issue so-called "foreign resident permits", which were first delivered in 2017. To recall, their validity was extended from five to ten years in December 2023. While these so-called permits appear as the only option offered to many ethnic Georgians, they do not provide access to a full scope of rights. In addition, a significant proportion of local residents remains reluctant to accept the implied "foreigner status" in their land of origin. The Georgian Government has continuously denounced this policy as a deliberate discrimination against ethnic Georgians.

61. While lengthy delays of obtention were significantly reduced in 2024, arbitrary practices persisted with grounds for rejection remaining open to interpretation. The need to prove permanent residence further created difficulties for students and people employed on Tbilisi-administered-territory.

62. No significant changes were observed as to previously announced regulatory framework by which ethnic Georgians could potentially apply for so-called "Abkhaz passports" provided they denied their Georgian identity by changing their last names. As previously reported, the 2024 legislative amendments to the so-called "citizenship laws" added restrictions for those involved in the 1992-1993 armed conflict.

63. The delegation was informed of a recent proposal in the so-called parliament allowing the "restoration" of "authentic" Abkhaz surnames for residents of the Gali district, continuing the long-standing practice of conditioning citizenship rights on the adoption of an Abkhaz ethnic identity instead of Georgian.

### III.1.v Access to education including teaching of/in the native language

64. Access to mother tongue-based education in Georgian remains unavailable, as it was completely phased out in 2022 in kindergartens, preschool institutions and schools. The Georgian authorities reported few changes in the reporting period. The instructional process predominantly takes place in Russian and to a very limited extent in Abkhaz. At the beginning of the 2026-2027 academic year, the situation with regard to Georgian language teaching appears to show continued deterioration, with Russian remaining the main language in all schools.

65. Interlocutors reiterated apprehension about continued instances of pressure on ethnic Georgian teachers in Gali, especially those educated in Tbilisi-administered-territory, some of whom were forced out of their positions. The remaining teachers are prohibited from working in their native language and from organising events and communicating with students in Georgian. The forced transition to Russian-language tuition has obliged many of them to undergo re-qualification, thus negatively affecting the quality of education.

66. In the field of education, the government pledged continued support to the enrolment of students from the Georgian regions of Abkhazia and the Tskhinvali region/South Ossetia in universities on Tbilisi-administered-territory. In 2026, 210 students were admitted to Georgian higher education institutions. A range of scholarships were also granted to a number of students from the conflict-affected regions.

## III.2 Reports on the Tskhinvali region/South Ossetia, Georgia

### III.2.i Security

67. Overall, the situation along the OL continued to be assessed as tense but relatively stable. So-called "borderisation" incidents continue, consisting of the maintenance and installation of barbed wire, artificial barriers, fences and so-called border signs and banners, surveillance devices, trenches and so-called anti-fire lines and the reinforcement of observations posts, adding to the difficulties faced by the local population. The EUMM continued to note an increased number of UAV flights from across the OL.

68. No major developments were reported concerning the security situation in the Chorchana-Tsnelisi section of the OL.

69. The Ergneti IPRM, co-facilitated by the OSCE and the EUMM, continued to convene on a regular basis, with three meetings held during the period under review. The 132nd meeting took place on 14 May, with the OSCE and EUMM advocating for discontinuing detention practices and for the full reopening of so-called crossing points. The 133rd meeting, held on 23 July, saw exchanges on freedom of movement and water management for the irrigation season. Participants also discussed security developments across the OL. The 134th meeting on 8 September covered the issue of detentions, as well as freedom of movement, with the co-facilitators welcoming more frequent openings of so-called crossing points along the OL. The following IPRM meeting was set for 22 October 2026.

70. Georgian authorities continue to note attempts by the Russian delegation to import GID-relevant topics into the – by essence depoliticised – IPRM discussions.

71. The Georgian Government further continued to insist on the need for accountability and for a proper investigation into the murder of Mr Ginturi, deeply deploring that the Russian side maintained its claims as to the perpetrator having acted according to operational rules on the use of firearms, therefore denying any grounds to charge him.

### III.2.ii Freedom of movement

72. A new crossing regime was established as of 1 September, with the so-called crossing point in Mosabruni/Odzisi opened four days a week (from Thursday to Sunday) and the one in Kardzmani/Perevi opened three days a week (every other day).

73. The delegation was informed of 15 new cases of illegal detentions since March 2026, with 13 cases still active. The Georgian authorities reiterated concerns of ill-treatment and instances of prolonged illegal custody, as well as failure to be made aware of all detentions via the hotline.

### III.2.iii Humanitarian situation

74. Ongoing arbitrary restrictions at the OL continued to hamper livelihood activities as well as access to markets, pensions and other social benefits on the Tbilisi-administered-territory. While the new crossing regime has been welcomed by the co-facilitators of the IPRM, transit continues to be opened only to pedestrians, which remains a restriction in itself. The delegation's interlocutors continued to advocate for a full re-opening without any hindrances to offset the negative consequences of isolation.

75. Ongoing restrictions also continued to negatively affect patients suffering from chronic diseases and requiring constant medical care. In the period under review, medical evacuations to Tbilisi-administered-territory generally proceeded without obstacles.

### III.2.iv Identity documents

76. The burdensome access to so-called "permits" ("*Propusks*"), issued by the authorities in control and on which crossing is conditioned, remained of concern, also in light of reported arbitrary practices and different validity periods.

### III.2.v Access to education, including teaching of/in the native language

77. Similar to the Abkhaz context, access to education in the Georgian native language remained banned in all schools of the Georgian-inhabited Akhalgori district. Of the schools in the Akhalgori district that remained under the administration of the Georgian government until August 2008, only five schools are currently operational. Of these, four initially provided

instruction in Georgian, but the language of instruction has gradually switched to Russian.

Various programmes implemented by the Russian Federal Agency for the Commonwealth of Independent States, Compatriots Living Abroad and International Humanitarian Cooperation ("*Russotrudnichestvo*") continued to sustain an active policy of russification. Continued absence of education in Georgian remains a source of potential displacement.

### III.3 The situation of internally displaced persons

78. During the period under review, no progress could be reported as regards the voluntary, safe, dignified and unhindered return of IDPs and refugees on the basis of internationally recognised principles. On 4 June 2026, the UN General Assembly adopted a resolution on the status of internally displaced persons and refugees from Abkhazia and the Tskhinvali region/South Ossetia, with 107 votes in favour. In his related report, the UN Secretary-General reiterates that, as long as the conditions for organised return in safety and dignity are not fulfilled and the mechanisms for property restitution are not established, the design of a comprehensive timetable or road map for returns must remain an open matter to be addressed.[10]

79. According to the Georgian authorities, as of June 2026, 301 099 persons held IDP status. In the absence of conditions conducive to their return, the Georgian Government continued to undertake efforts to provide IDPs with alternative durable solutions in line with the State strategy on IDPs and related action plans.

80. Progress has been notable in particular regarding the provision of durable housing solutions (DHS) which remains a key state priority. The implementation of various large-scale programmes by the Agency for Internally Displaced Persons, Ecomigrants and Livelihood is underway tailored to the diverse needs of the IDPs. During the period under review, 1 505 displaced families were provided with housing in newly constructed buildings: an additional 1 503 residential units are expected to be handed over following the completion of another construction project in Tbilisi. The delegation was furthermore informed that other large-scale construction of individual apartments was ongoing in other cities, including in Borjomi, Kutaisi and Zugdidi. The government also purchased and transferred into IDP private ownership 1 503 residential spaces as well as two individual apartments. Temporary housing assistance in the form of rental subsidies remained available to approximately 1000 families.

81. Representatives of the Georgian Government have reiterated the intention to close all remaining collective centres by the end of 2026 and ensure dignified alternatives for all families living in such facilities in often substandard and unsafe conditions. To support these efforts, the government intends to allocate 340 million USD for accommodation until 2030.[11] Concerns however also remain about IDPs living in inadequate private accommodation reflecting the scale of needs.

82. The authorities continued to take further steps to improve the IDPs on access to livelihoods through dedicated programmes. The government continued to provide monthly allowances and one-time monetary assistance based on an assessment of the level of income through a scoring system. Throughout the reporting period, 13 030 IDPs had been supported with one-time financial assistance. Other forms of support consisted of grants awarded through the IDP Self-Employment Support Program, education support, etc. In view of the protracted displacement context, further reforms are necessary to tackle IDPs' socio-economic needs in terms of access to employment, healthcare and education including by further expanding the inclusion of IDPs in long-term development policy and programmes.

10. UN Secretary-General, Report on the Status of internally displaced persons and refugees from Abkhazia, Georgia, and the Tskhinvali region/South Ossetia, Georgia, A/80/729, 4 May 2026.
11. ECOSOC, 27th Plenary meeting, 16 June 2026.

## IV. Activities of Council of Europe organs and institutions and their follow-up

83. The Commissioner for Human Rights, Michael O'Flaherty, visited Georgia from 14 to 15 April 2026. The visit, *inter alia,* provided an opportunity for his first engagement on human rights issues faced by people in and displaced from the Georgian regions of Abkhazia and the Tskhinvali region/South Ossetia. The Commissioner visited the OL in Odzisi and met IDPs in the Tserovani settlement. He acknowledged the efforts of the Georgian authorities to provide assistance, including free healthcare and education, to persons in and displaced from these territories while observing challenges relating to their integration. The Commissioner also commended the Georgian authorities' support for the right of IDPs to return to their homes under conditions of safety and dignity, as well as their right to freedom of movement across the OLs.[12]

### IV.1 Operational activities

#### IV.1.i Operational activities on confidence-building measures and their follow-up

84. During the reporting period, the Secretariat implemented the programme of CBMs aimed at promoting reconciliation and dialogue efforts in close co-ordination with the Office of the State Minister of Georgia for Reconciliation and Civic Equality and the Liaison Mechanism.

85. Support to the dialogue on archives between professionals from Sukhumi and Tbilisi continued during the reporting period, including through a meeting of the archives group facilitated by the Secretariat. Discussions on the follow-up to the meeting are ongoing.

86. In this respect, the delegation's interlocutors in Tbilisi explicitly stressed the importance of the continuity and regularity of CBMs and in general people-to-people contacts to preserve the long-established dialogue and the trust built between all actors concerned.

12. Statement of the Council of Europe Commissioner for Human Rights, 21 April 2026.