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2023 REPORT ON MIGRATION AND ASYLUM - GEORGIA

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European Migration Network website: <u>https://ec.europa.eu/home-affairs/what-we-do/networks/european migration network en</u>



The European Migration Network is an EU network of migration and asylum experts who work together to provide objective, comparable policy-relevant information and knowledge on emerging issues relating to asylum and migration in Europe. Georgia joined the Network in 2021 as an observer country.

TABLE OF CONTENTS

AC	RONYMS AND ABBREVIATIONS	4
0.	EXECUTIVE SUMMARY	6
1.	INTRODUCTION	11
2.	OVERARCHING AND CROSSCUTTING CHANGES TO NATIONAL MIGRATION AND ASYLUM SYSTEMS	15
3.	LEGAL MIGRATION	16
3.1.	RESIDENCE PERMITS	16
4.2.	LABOUR MIGRATION	19
4.3.	STUDENTS AND RESEARCHERS	22
4.4.	FAMILY REUNIFICATION	24
4.	INTERNATIONAL PROTECTION	26
4.1.	OVERARCHING AND CROSSCUTTING DEVELOPMENTS	28
4.2.	INTERNATIONAL PROTECTION PROCEDURES	29
5.	TEMPORARY PROTECTION AND OTHER MEASURES IN RESPONS TO PERSONS FLEEING THE WAR IN UKRAINE	SE 29
6.	UNACCOMPANIED MINORS AND OTHER VULNERABLE GROUPS	29
7	INTEGRATION AND INCLUSION OF MIGRANTS	30
7.1	EDUCATION AND TRAINING	30
7.2.	LABOUR MARKET AND SKILLS	30
7.3.	FIGHTING RASICM AND DISCRIMINATION	31
8.	CITIZENSHIP AND STATELESSNESS	32
8.1.	ACQUISITION OF CITIZENSHIP	32
8.2	STATELESSNESS	33
9.	BORDERS AND VISAS	34
9.1.	BORDER MANAGEMENT	34
9.2.	COOPERATION IN THE AREA OF BORDER MANAGEMENT	36
9.3.	GEORGIAN VISAS	36
10.	IRREGULAR MIGRATION INCLUDING MIGRANT SMUGGLING	38

11. TRAFFICKING IN HUMAN BEINGS	39
11.1. NATIONAL STRATEGIC POLICY DEVELOPMENTS	40
11.2. DETECTION AND IDENTIFICATION OF VICTIMS	41
11.3. PROTECTION OF VICTIMS	42
11.4. COOPERATION WITH FOREIGN COUNTRIES	42
12. RETURN AND READMISSION	43
12.1. RETURN	43
12.2. (ASSISTED) VOLUNTARY RETURN AND REINTEGRATION	44
12.3. DETENTION	44
12.4. COOPERATION WITH COUNTRIES OF ORIGIN AND TRANSIT	44
REFERENCES and SOURCES	46

ACRONYMS AND ABBREVIATIONS

AoG	Administration of the Government of Georgia
AP	Action Plan
ARM	Annual Report on Migration and Asylum (EMN)
CEDEFOP	European Centre for the Development of Vocational Training
CIRAM	Common Integrated Risk Analysis Model of the European Border and Coast Guard Agency (Frontex)
COVID-19	Infectious disease caused by a new strain of coronavirus (SARS-CoV-2)
EMN	European Migration Network
EMN NCP	EMN National Contact Point
ETF	European Training Foundation
EU	European Union
Frontex	European Border and Coast Guard Agency
GBP	Georgian Border Police (MIA)
Geostat	National Statistics Office of Georgia
GIZ	German Agency for International Cooperation
GoG	Government of Georgia
HEI	Higher Educational Institution
IBM	Integrated Border Management
ICMPD	International Centre for Migration Policy Development
IDP	Internally Displaced Person
ILO	International Labour Organisation
IOM	International Organisation for Migration
LEPL	Legal Entity of Public Law
MFA	Ministry of Foreign Affairs of Georgia
MIA	Ministry of Internal Affairs of Georgia
МоЈ	Ministry of Justice of Georgia
MoE	Ministry of Education, Science and Youth of Georgia

MoESD	Ministry of Economy and Sustainable Development of Georgia
МоН	Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs of Georgia
MoU	Memorandum of Understanding
NGO	Non-Governmental Organization
OTL	Order to leave (foreigner)
PNR	Passenger Name Record
PSDA	Public Service Development Agency of the Ministry of Justice of Georgia
SCMI	State Commission on Migration Issues of Georgia
SSSG	State Security Service of Georgia
ТНВ	Trafficking in Human Beings
THB Council	Interagency Council on Combating Trafficking in Human Beings (Georgia)
UAM	Unaccompanied Minor
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNHCR ExCom	Executive Committee of the UNHCR's Programme
UNODC	United Nations Office on Drugs and Crime
VET	Vocational Education and Training
1	

0. EXECUTIVE SUMMARY

KEY FINDINGS

OVERARCHING AND CROSSCUTTING CHANGES TO NATIONAL MIGRATION AND ASYLUM SYSTEMS

- State Commission on Migration Issues (SCMI) adopted the fourth 2024 Action Plan (AP) of the 2021-2030 Migration Strategy of Georgia. The AP includes 108 activities derived from the seven sectoral priorities of the Strategy. The 2024 AP is being implemented by 10 state agencies in close cooperation with partner international and civil society organisations;
- Georgian version of the European Migration Network's (EMN) Asylum and Migration Glossary was finalized and published. Main aim of producing Georgian version of the Glossary has been to facilitate common understanding of the asylum and migration terms and concepts applied in the European Union (EU) in the process of Georgia's integration into the EU and harmonization its legislation with the Union Acquis;
- Germany and Georgia signed an Agreement on Migration and Mobility, which aims to bolster collaboration between the countries, with an emphasis on enhancing educational and internship initiatives for Georgian students and researchers, along with increasing cooperation on the readmission and reintegration of Georgian citizens and intensifying efforts against illegal migration.

LEGAL MIGRATION

- Compared to 2022, valid Georgian residence cards in 2023 increased by almost 17% and reached the highest number (63 382) in the last five years;
- In 2023, the number of all issued residence permits has been raised by 39% compared to previous year, and reached the highest point in the last five years. The majority of residence permits issued to foreign citizens in 2023 were granted for study (53%), work (18%) and family reunification (8%) purposes;
- Compared to previous year, in 2023, 16% more work (temporary) residence permits were issued to foreign citizens, exceeding pre-Covid-19 pandemic level of 2019. Overwhelming majority of work residence permits in the last five years were issued to males. However, from 2020 share of females was slightly increasing and reached the highest percentage rate (23%) in 2023;
- To improve mechanisms for managing labour migration processes in Georgia and protecting the rights of labour migrants, Parliament of Georgia adopted amendments to the Law on Labour Migration, which entered into force on 1 September 2023;

- The last five years' growing trend on issued study residence permits continued and hit the highest point in 2023, with 18 240 issued study residence permits. Overwhelming majority (65%) of study residence permits issued in 2023 were granted to the citizens of India;
- To ensure a high quality education for foreign students and to effectively monitor their legal stay, Order #224/N of the Minister of Education and Science (MES) was amended and admission procedures for foreign students were improved;
- In 2023, by 35% more family reunification residence permits were issued compared to previous year and reached the highest number in the last five years.

INTERNATIONAL PROTECTION

- In 2023, number of asylum seekers in Georgia decreased by 29% compared to the previous year; Most of the asylum seekers in 2023 were from Iran, whereas in the previous year predominantly citizens of Ukraine were claiming asylum;
- Since 2019 the number of countries of origin of asylum seekers has been going up and in 2023 it increased up to 51;
- In 2023, the Asylum Seekers' Reception Centre of the Ministry of Internal Affairs (MIA) remained fully occupied, while the figures of newly accommodated asylum seekers decreased by 56% compared to 2022, marking the lowest number in the last five years;
- Alongside the decreased number of asylum seekers in 2023, number of asylum decisions reduced twice compared to 2022, when the highest point of total decisions in the last five years was observed. Ukrainian citizens are still on the top on granting international protection in 2023;
- To further improve reception conditions for accommodation of asylum seekers and approximate Georgian legislation with the relevant EU *acquis*, on 17 August 2023, the Order of the Minister of Internal Affairs of Georgia #62 was adopted, repealing the previous one;
- In 2023, only two unaccompanied minors (UAM) were registered as asylum seekers in Georgia, which is almost 86% decrease compared to the previous year, when the highest number of UAMs (14) registered in the last five years.

INTEGRATION AND INCLUSION

- To promote integration of migrant children into the general education system, from September 2023, existing Georgian language teaching service was expanded throughout the country;
- Aimed at reducing language barriers for non-speakers (including foreigners) on the way of their integration into Georgian society through education, a new approach to teaching the state language was developed at the Vocational Education and Training (VET) level, and will be piloted in 2024;
- Governmental Ordinance #244 on Funding Vocational Education was amended and state funding expanded to the specific group of non-Georgian citizens, namely, to the VET students who have the status of stateless person in Georgia and who are or were under the state care;
- To increase access to vocational education including for migrants, the construction of three VET colleges has been finalized and the first enrolment of students was announced in one VET college, while two other institutions conducted preparatory works for authorization. Moreover, construction of three new colleges continued in different regions of Georgia in 2023;
- The Parliament of Georgia adopted National Strategy for the Protection of Human Rights in Georgia for 2022-2030. The new comprehensive Strategy addresses all fundamental human rights and freedoms and puts special emphasis on the protection of the rights of vulnerable groups (including persons with the international protection status, asylum seekers, migrants, environmental migrants and returnees). In addition, the Government of Georgia (GoG) adopted Human Rights Action Plan, derived from National Human Rights Strategy.

CITIZENSHIP AND STATELESSNESS

- In 2023, Georgian citizenship was granted to 4 029 persons by naturalization procedure; the number equalling nearly the same as in previous year. As for the negative decisions, in 2023, the highest number in the last five years was recorded and negative decisions almost equalled to positives;
- Based on the amended Organic Law on Georgian Citizenship, in case of a refusal on granting Georgian citizenship by naturalization, the applicant has the right to reapply after six months from the negative decision, instead of one year as before;
- Amendments also affected exam procedures (citizenship tests) on granting Georgian citizenship. The level of knowledge of the state language and the history of Georgia, as well as the general principles of law now will be checked prior to formally submitting an application on granting citizenship;

- In 2023, number of recognized stateless persons in Georgia amounted 530, which shows a little increase compared to the previous year;
- Upon the amendments to the Organic Law on Georgian Citizenship made in 2023, the term of residence for naturalization of a stateless person in Georgia has decreased from ten to five years.

BORDERS AND VISA

- In 2023, the number of foreigners refused entry at the state border of Georgia has increased by 6% compared to 2022, and reached the highest number in the last five years;
- The GoG adopted Integrated Border Management (IBM) Strategy of Georgia for 2023-2027 with the respective Action Plan. IBM applied by Georgia, envisages the four-tier model of the border management, promoting a legal movement of people and goods and ensuring efficient control over state borders, thus creating a foundation for security and sustainable economic development;
- An Integrated Risk Analysis Model of the State Border of Georgia and 2024 Action Plan for its Implementation was also adopted by the Minister of Internal Affairs of Georgia. The document is based on a comprehensive understanding of risk, encompassing three fundamental elements: threat, vulnerability and impact. Both documents are aligned with the Common Integrated Risk Analysis Model (CIRAM 2.1) of the European Border and Coast Guard Agency (Frontex);
- From 1 October 2023, a special face-recognition electronic system was launched throughout the state border of Georgia, to ensure the identification of a person. The program significantly enhances the efficiency of state border control when crossed by individuals;
- In 2023, the highest number (57 169) of Georgian visas were issued in the last five years. It even exceeded pre-Covid-19 pandemic level of 2019 by 19%;
- Georgia expanded visa-free travel opportunities by concluding respective bilateral agreements with Paraguay, Armenia and Peru, and lifted visa requirement for citizens of China aiming to boost tourism and bilateral relations with mentioned countries;
- On 24 February 2023, the Governmental Ordinance #255 on Approval of the List of Countries whose Citizens may Enter Georgia without a Visa was amended, allowing Ukrainian citizens to enter and stay in Georgia without a visa for two years, instead of one year.

IRREGULAR MIGRATION INCLUDING MIGRANT SMUGGLING

In parallel with increased international mobility of recent years, the number of foreigners found to be illegally present (detected at the BCPs) in Georgia has also raised in 2023. Compared to pre-Covid-19 pandemic level of 2019, it increased by 74% and reached the highest mark (8 728) in the last five years.

TRAFFICKING IN HUMAN BEINGS

- The members of the Inter-Agency Coordination Council Implementing Measures against Human Trafficking (THB Council) discussed oral report on the implementation of the 2023-2024 Action Plan for the Fight against Trafficking. THB Council also decided to intensify awareness-raising activities in 2024 on THB related issues for the target audience;
- To increase the effectiveness of the fight against organized crime, including Human Trafficking in the Adjara region (which is considered as of the high risk places for THB in Georgia) two new structural units of the Central Criminal Police Department of MIA were established;
- According to the United States State Department's 2023 Trafficking in Persons Report, Georgia still maintains its position on the highest level - in the first tier (8th year in a row);
- To strengthen protection mechanisms of THB victims, a new shelter for victims of violence and THB was opened in Tbilisi, within the Agency for State Care and Assistance for the (Statutory) Victims of Human Trafficking (State Care Agency). A crisis centre for victims of violence was also opened in 2023, in Telavi.

RETURN AND READMISSION

- The increased trend of foreigners ordered to leave (OTL) Georgia and those returned following an order to leave was continued in 2023 and reached the highest mark in the last five years. In 2023, 190 foreigners left the country based on OTL, which is the highest number in last five years. Overwhelming majority of recent years' returns were voluntary;
- In order to promote voluntary return of irregular migrants from Georgia the Memorandum of Understanding (MoU) on Bilateral Cooperation was signed between MIA of Georgia and International Organization for Migration (IOM). MoU envisages general principles and areas of cooperation between the parties in the field of assisted voluntary return;
- To further improve protection of detainees' rights, especially prevention of illtreatment and torture in the Temporary Accommodation Centre (TAC), the Order of the Minister of Internal Affairs of Georgia on Approval of the Procedure for Detaining and Accommodating Aliens in the Temporary Accommodation Centre was amended.

1. INTRODUCTION

The EMN Georgia has produced the National Annual Report on Migration and Asylum (ARM) for the second time, aimed at providing various audiences (primarily national) with the overview of migration and asylum trends and policy developments in the country for the reference year. The thematic directions of the report follow general structure of EMN ARM. The Report describes key measures undertaken in the field of migration at legislative, policy and practice levels. The legislative and policy developments cover the period from 1 January to 31 December 2023, while most of migration statistics are provided for the years 2019-2023. Unlike the previous year Report, 2023 ARM statistics and analysis are more gender-focused.

METHODOLOGY

The Report has been developed in accordance with the updated ARM specifications from the perspective of foreign migrants receiving country, alike with EU Member States contributions to the ARM. The information given in the document reflects recent changes to the ARM questionnaire relating to some specific developments from the migrant sending country perspective.

Information provided in the Report is based on both primary and secondary sources and on the data obtained via desk research or directly from the relevant state agencies, through the ARM common questionnaire to contribute the EU-level Annual Report on Migration and Asylum 2023. Upon necessity, information available via open sources was used, such as research papers, statistics, reports, etc. The majority of the statistics presented in the report are so called 'administrative data' and were directly collected from the relevant SCMI member agencies.

The information has been mostly collected through formal inquiries from the following stakeholders: Ministry of Justice (MoJ); Ministry of Internal Affairs (MIA); Ministry of IDPs from the Occupied Territories, Labour, Health and Social Affairs (MoH), Ministry of Foreign Affairs (MFA); Ministry of Education, Science and Youth (MES)¹; Ministry of Economy and Sustainable Development (MoESD); National Statistics Office (Geostat); State Security Service of Georgia (SSSG) and Administration of the Government of Georgia (AoG).

The data collection and analysis, as well as desk research was carried out in February-April 2024, by the EMN Georgia and report was drafted in cooperation with all state agencies mentioned above.

The terminology used in the Report is based on the terms and definitions as given in the EMN Asylum and Migration Glossary (Version 9.0).

All website references presented in the Report last accessed on 31 May 2024.

¹ From 1 January 2024, the Youth policy had been transferred from the Ministry of Culture, Sports, and Youth to the Ministry of Education and Science, and the name of the Ministry was changed as the Ministry of Education, Science and Youth of Georgia.

INSTITUTIONAL FRAMEWORK

The SCMI/Commission – a corporate management body - gathers all important actors operational in the field of migration and devise action based on the whole-of-government approach². The Commission became a common platform that made possible to unify the interlinked basic thematic directions within the various sectoral agencies involved in migration management, and with that - on the one hand conditioned the thematic and structural expansion and development of these agencies, while on the other hand clustered them within the Commission, in accordance with linkages based on principles of shared responsibilities.

The Commission comprising nine governmental agencies is chaired by the MoJ and co-chaired by the MIA. The SCMI is being provided with analytical and administrative support by the Secretariat at the Public Service Development Agency (PSDA) under the MoJ. Meanwhile the PSDA/Secretariat is performing the role of EMN's National Contact Point (NCP)³.

To activate the Commission's work in different directions, thematic working groups have been set up inside the Commission. In addition, in 2013, international and non-governmental organizations working in the field, and in 2021 Public Defender's Office were granted a consultative status within the Commission to provide additional expertise and develop a format of cooperation.

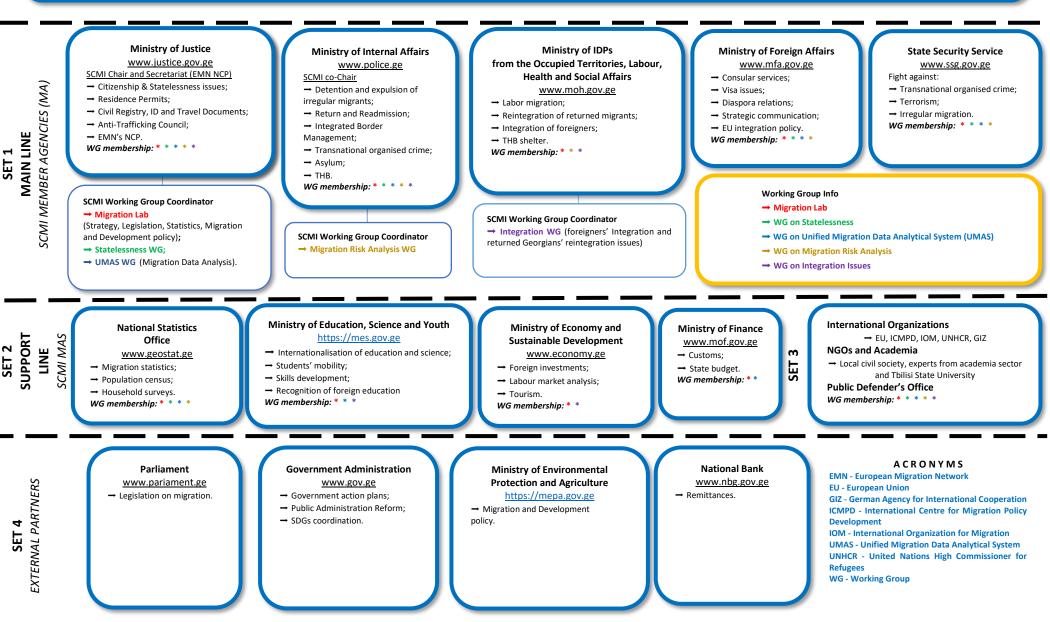
² <u>http://migration.commission.ge/index.php?article_id=59&clang=1</u>

³ <u>https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-members_en</u>

STATE COMMISSION ON MIGRATION ISSUES

www.migration.commission.ge

The SCMI is the government's advisory body, which consists of three incorporated sets of organizations closely cooperating with the fourth external set (see below). The decisions within the Commission are made at a ministerial/deputy ministerial level, while preparatory work is run on medium (Dep. Director / Head of Unit) level. The medium level representatives' work is based on shared responsibilities and concentrated within five thematic working groups (WG). SCMI's analytical, advisory and administrative support is provided by its **Secretariat**, which at the same time is **EMN's NCP**.



EMN ANNUAL REPORT ON MIGRATION AND ASYLUM 2023: GEORGIA

LEGISLATIVE FRAMEWORK

In the field of migration governance following legislative framework⁴ is in place:

- Constitution of Georgia;
- Organic Law of Georgia on Georgian Citizenship;
- Law of Georgia on the Legal Status of Aliens and Stateless Persons;
- Law of Georgia on International Protection;
- Law of Georgia on Labour Migration;
- Law of Georgia on the Procedure for Registering Citizens of Georgia and Aliens Residing in Georgia, for Issuing an Identity (Residence) Card and a Passport of a Citizen of Georgia;
- Law of Georgia on Compatriots Residing Abroad and Diaspora Organisations;
- Law of Georgia on the State Border of Georgia;
- Law of Georgia on the rules and procedures for Georgian citizens exiting and entering Georgia;
- Law of Georgia on Combating Human Trafficking;
- Law of Georgia on Occupied Territories.

STRATEGIC DOCUMENTS

- Vision 2030 Development Strategy of Georgia⁵;
- 2022-2030 Human Rights Strategy of Georgia⁶;
- 2021-2030 Migration Strategy of Georgia⁷;
- 2023-2027 Integrated Border Management Strategy of Georgia⁸.

Apart from the listed legislative and policy framework there are also numerous governmental ordinances, decrees of the ministers and/or policy documents (strategy/AP) regulating respective areas of migration. Some of them, including legislative acts introduced or amended in 2023 is overviewed in the relevant sections of the Report.

⁴ <u>http://migration.commission.ge/index.php?article_id=54&clang=1</u>

⁵ https://www.gov.ge/files/428 85680 321942 khedva-2030-sagarthvelos-ganvitharebis-strategia-1.pdf

⁶ <u>https://matsne.gov.ge/ka/document/view/5757268?publication=0</u>

^{7 &}lt;u>http://migration.commission.ge/files/ms30 eng web2.pdf</u>

⁸ https://matsne.gov.ge/ka/document/view/5746129?publication=0

2. OVERARCHING AND CROSSCUTTING CHANGES TO NATIONAL MIGRATION AND ASYLUM SYSTEMS

LEGAL AND POLICY DEVELOPMENTS

On 26 December 2023, the State Commission on Migration Issues adopted the fourth - 2024 Action Plan (AP)⁹ of the 2021-2030 Migration Strategy of Georgia. The AP includes 108 activities (accompanied with specific performance indicators) derived from the seven sectoral priorities of the Migration Strategy (1. Enhancement of migration management; 2. Facilitation of legal migration; 3. Fight against illegal migration; 4. Reintegration of returned migrants; 5. Engagement of diaspora in the country's development; 6. Development of the asylum system; 7. Integration of foreigners). The 2024 AP is being implemented by 10 state agencies in close cooperation with partner international and civil society organisations¹⁰.

The annual APs are the primary implementation instruments of the 2021-2030 Migration Strategy that in turn foster migration management through the whole of government and whole of society approach.

To strengthen cooperation in the fields of - labour/circular migration, educational migration, and fight against illegal migration, Germany and Georgia signed an Agreement on Migration and Mobility¹¹. The Agreement was signed on 19 December 2023, by the Minister of Internal Affairs of Georgia Mr. Vakhtang Gomelauri and the Federal Minister of the Interior and Community of Germany Ms. Nancy Faeser, during her official working visit to Georgia. The Agreement aims to bolster collaboration between the countries with an emphasis on enhancing educational and internship initiatives for Georgian students and researchers, along with increasing cooperation on the readmission and reintegration of Georgian citizens and intensifying efforts against illegal migration.

Another good example of successful migration related cooperation is with Switzerland. On 4 September 2023, the second round of technical consultations in the framework of the implementation of MoU on establishing Migration Partnerships between the Swiss Confederation and Georgia (signed in 2022) took place in Tbilisi, in September 2023¹². During bilateral consultations the state officials from both countries discussed the asylum related issues (with the focus on health related asylum claims), prevention of illegal migration from Georgia, as well as projects on migration funded by the Swiss Government in Georgia and other thematic areas provided by the MoU.

⁹ <u>http://migration.commission.ge/files/ms ap 24 eng as of 26.12.23.pdf</u>

¹⁰ The AP predominantly is being implemented by the SCMI member agencies: (MoJ, MIA, MoH, MFA, SSSG, Geostat, MES, MoESD, in close cooperation with the partner organisations (EU, IOM, ICMPD, GIZ and UNHCR).

¹¹ <u>https://matsne.gov.ge/ka/document/view/6048045?publication=0</u>

¹² <u>https://justice.gov.ge/?m=articles&id=UTqah9cZWn&lang=2</u>

INSTITUTIONAL DEVELOPMENTS

To facilitate common understanding of asylum and migration terms applied in the EU during the process of Georgia's integration into the EU and harmonization its legislation with EU Acquis, the Georgian translation of the EMN's Asylum and Migration Glossary was finalized and published¹³. This is of utmost importance, especially in the light of granting EU candidate country status to Georgia in December 2023¹⁴. The Glossary contains more than 540 terms and concepts covering the asylum and migration as well as other related fields, and accompanied with sources, interrelations between terms and the notes explaining the terms' origin, development and application in the EU and its Member States' national contexts. As a follow-up, on 7 June 2023, an International conference was held in Tbilisi, titled - A Commonly Understood Language as a Tool in Migration Management: the EMN Asylum and Migration Glossary - organized by EMN Georgia and EMN Latvia¹⁵. The purpose of the hybrid conference was twofold: highlighting the essence of the EMN Glossary and its meaning for the EU and beyond; and providing a wider discussion platform, where representatives of the EMN NCPs, academic circles and migration practitioners from different countries shared the knowledge and experience on their own approaches to the application of migration related terminology.

In 2023, the Geostat conducted preparatory works for the upcoming Population and Agricultural Census. The households were listed and the relevant information has been collected in the capital city Tbilisi and regions. The Census is planned to be conducted in 2024, from 14 November to 19 December (with the reference date defined as of 13-14 November, 12.00 AM). Final results of the Census will be available in 2026 and will include detailed information on population, migration, socio-economic and demographic conditions by administrative-territorial units.

3. LEGAL MIGRATION

3.1. RESIDENCE PERMITS

STATISTICAL OVERVIEW

As of 31 December 2023, 63 382 foreign citizens possessed valid Georgian residence cards. Compared to 2022, the number increased by almost 17% and reached the highest mark for the last five years.

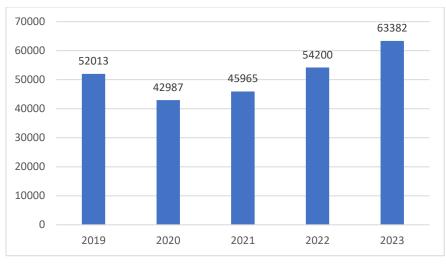
Number of foreigners with valid residence cards by year (as of 31 December)

¹³ <u>http://migration.commission.ge/files/glossary_ge_1017c.pdf</u>

¹⁴ <u>https://neighbourhood-enlargement.ec.europa.eu/news/commission-adopts-2023-enlargement-package-</u>

recommends-open-negotiations-ukraine-and-moldova-grant-2023-11-08 en

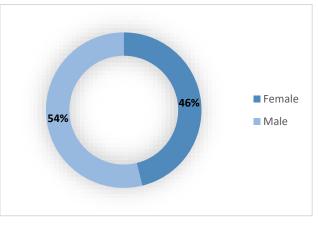
¹⁵ https://www.emn.lv/en/elementor-2531/



Source: PSDA

In 2023, 54% of valid residence cardholder foreigners were men. Notably, the gender distribution remains nearly the same for the last five years.







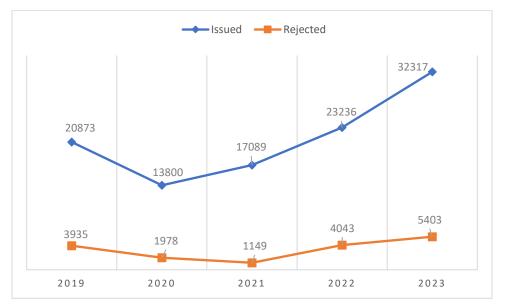
Most of the foreigners holding valid residence cards in 2023 were citizens of Russia (27%) and India (23%). Same trend was observed for the previous years as well.

Citizenship								
Russia	16851							
India	14656							
Azerbaijan	4559							
Armenia	3524							
Ukraine	3335							
Other Countries	20457							
Total	63382							

Source: PSDA

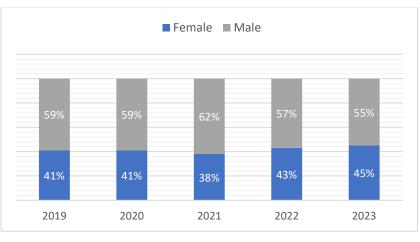
In 2023, the number of all issued residents permits¹⁶ has been raised by 39% compared to previous year and reached the highest point in the last five years (32 317).

Regarding the refusals on granting resident permits, in 2023 the number also went up compared to 2022 and reached the highest number in the last five years as well.





Gender distribution of issued residence permits is nearly the same for the last five years. However, it should be noted that since 2021, the share of residence permits issued to females was slightly increased and reached the highest percentage rate (45%) in the last five years.



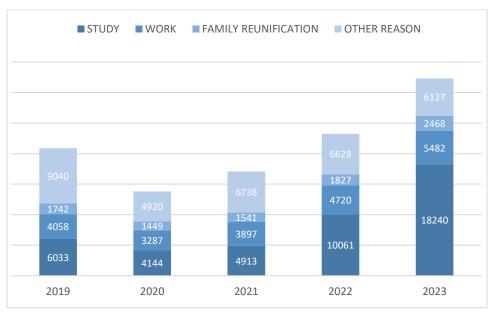


Source: PSDA

Source: PSDA

¹⁶ Rate on issued residence permits is calculated based on total number of first time and extended residence permits.

The majority of residence permits issued to foreign citizens in 2023 were granted for study (53%), work (18%) and family reunification (8%) purposes. Since 2019, the trend has been changed and number of issued study permits exceeded work residence permits. Moreover, compared to 2022, the quantity of issued study residence permits almost doubled, reaching the highest number (18 240) in the last five years.



Number of residence permits issued by reason and year

Source: PSDA

4.2. LABOUR MIGRATION

STATISTICAL OVERVIEW

In 2023, 5 482 work (temporary) residence permits were issued to foreign citizens, which shows 16% grow compared to the previous year. Notably, an increasing trend was registered since 2020, and in 2023 the number exceeded the pre- Covid-19 pandemic mark of 2019.

In 2023, the work residence permits were mostly granted to the citizens of Russia (23%), Belarus (16%) and China (13%).

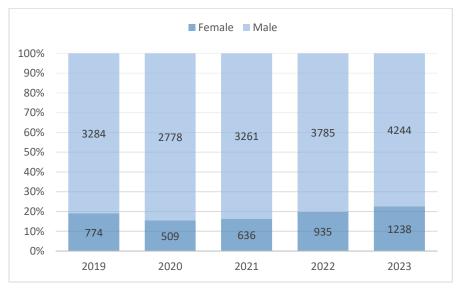
2019		2020		2021		2022		2023	
China	1333	China	1274	China	1518	China	969	Russia	1240
Türkiye	616	Türkiye	540	Türkiye	737	Russia	755	Belarus	870
Iran	526	Ukraine	210	Russia	249	Türkiye	720	China	728
India	259	Russia	203	Iran	173	Belarus	411	Türkiye	657
Russia	241	Iran	197	Ukraine	162	India	340	India	444

Number of work residence permits issued by citizenship and year

Total	4058	Total	3287	Total	3897	Total	4720	Total	5482
Other Countries	624	Other Countries	447	Other Countries	597	Other Countries	774	Other Countries	755
United Kingdom	47	Kazakhstan	41	Kazakhstan	46	Turkmenistan	71	Kazakhstan	81
Kazakhstan	49	United Kingdom	41	United Kingdom	68	Nepal	85	Turkmenistan	91
USA	79	Turkmenistan	42	Belarus	82	Azerbaijan	145	Azerbaijan	142
Azerbaijan	101	Azerbaijan	111	India	125	Ukraine	160	Ukraine	204
Ukraine	183	India	181	Azerbaijan	140	Iran	290	Iran	270

Source: PSDA

Overwhelming majority of work residence permits in the last five years are issued to males. However, from 2020 share of females was slightly increasing and reached the highest percentage rate (23%) in 2023.



Number of work residence permits by gender distribution and year

The Ministry of Economy and Sustainable Development conducted the Establishment Skills Survey in the Industry Sector¹⁷. The methodological framework and the questionnaire were developed based on the manual created by the European Training Foundation (ETF), the International Labour Organization (ILO) and the European Centre for the Development of Vocational Training (CEDEFOP).

One of the objectives of the survey was to obtain and analyse information on the employment of foreigners in the companies operating in the industry sector in Georgia.

As of 1 September 2023, a total of 1,021 foreign nationals were employed in 275 companies in the industry sector (amounting to 5% of the companies operating in

Source: PSDA

¹⁷ <u>https://www.lmis.gov.ge/Lmis/Lmis.Portal.Web/Handlers/GetFile.ashx?Type=Survey&ID=210c6666-9cd8-49c5-a823-4f91251d99d7</u>

the field), which increased by 6% compared to the figure of the previous year and amounts to 1% of employment in the industry sector. Out of this number, 37% (377 employees) are employed in Tbilisi, while 63% (644 employees) are employed in the regions. Hereby, 49% of the employees work in large-size enterprises, while 21% work in medium-size enterprises.

In terms of employing foreign nationals in the industry sector, the following are noteworthy: Mining and Quarrying employs 180 employees (18%); Manufacture of Basic metals employs 167 employees (16%); Manufacture of Refined Petroleum, Chemicals and Pharmaceutical Products employ 145 employees (14%); and Manufacture of Food Products employs 28 employees (13%). Other industry sectors did not show a double-digit share.

LEGAL AND POLICY DEVELOPMENTS

To improve mechanisms for managing labour migration processes in Georgia and protecting the rights of labour migrants, on 17 May 2023, the Parliament of Georgia adopted amendments to the Law on Labour Migration¹⁸, which entered into force on 1 September 2023. According to the legislative changes:

- A special electronic system for registering labour migration (emigration/immigration) was created¹⁹ and launched;
- Certification of private intermediary employment companies (whose activities are related to the employment of Georgian citizens abroad) became mandatory. Thus, an effective system of state monitoring of the private intermediary companies for the employment abroad established;
- Reliability of data on Georgian citizens employed abroad by private intermediary companies was improved;
- An effective state monitoring system on the employment of foreign nationals in the local labour market established and the relevant data on Labour immigration refined;
- Registration of the labour immigrant in the e-System of MoH became mandatory and now is a precondition for issuing a work (D1) visa and work residence permit;
- > The amendments envisaged appropriate liability norms (monetary fines) for violating labour migration legislation.

Based on the above-mentioned legislative changes two implementing bylaws were adopted by the GoG on 8 August 2023: 1. Governmental Ordinance #291 on the Approval of the Procedure for Submitting a Report on the Activities Carried out in the Field of Labour Migration by a Certified Intermediary Company and the Procedure for

¹⁸ <u>https://matsne.gov.ge/ka/document/view/5802022?publication=0</u>

¹⁹ <u>https://labourmigration.moh.gov.ge/</u>

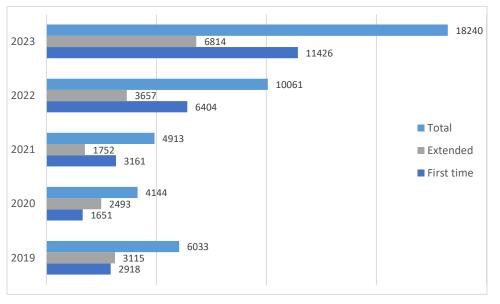
Registering a Labour Immigrant Employed in Georgia by a Local Employer in the Unified Database of the MoH²⁰; and 2. Governmental Ordinance #292 on the Approval of the Rule of Certification of Activities Related to Labour Arrangement Outside of Georgia²¹.

To facilitate digital procedures for the issuance of work residence permits according to the above mentioned legal amendments, an electronic service has been launched between the PSDA and MoH to exchange information on registration of a labour immigrants in E-system of MoH and on issuing work residence permit by the PSDA.

4.3. STUDENTS AND RESEARCHERS

STATISTICAL OVERVIEW

The recent years' growing trend of issued study residence permits continued and even boosted in 2023, consisting 53% of all residence permits issued in the country. For the first time since 2021, the issued residence permits exceeded the number of extended residence permits and reached the highest mark (11 426) in 2023, which is almost a doubled figure compared to the previous year.



Number of study residence permits issued by type of permit and year

Source: PSDA

The overwhelming majority (65%) of study residents permits issued in 2023 were granted to the citizens of India being on the top in previous years as well.

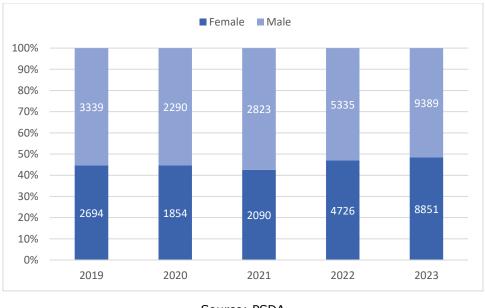
²⁰ <u>https://matsne.gov.ge/ka/document/view/5890633?publication=0</u>

²¹ https://matsne.gov.ge/ka/document/view/5890644?publication=0

2019		2020		2021		2022		2023	
India	4068	India	2291	India	1917	India	5259	India	11837
Iran	607	Iran	456	Nigeria	476	Jordan	735	Russia	1026
Nigeria	321	Nigeria	316	Iran	440	Egypt	683	Egypt	812
Egypt	215	Egypt	213	Egypt	435	Nigeria	541	Jordan	786
Jordan	158	Jordan	167	Jordan	372	Russia	513	Sudan	688
Sri Lanka	113	Russia	96	Sudan	204	Iran	466	Iran	470
Pakistan	65	Sri Lanka	91	Lebanon	147	Sudan	430	Pakistan	431
Sudan	63	Lebanon	70	Russia	141	Pakistan	188	Nigeria	419
Yemen	58	Sudan	60	Pakistan	95	Lebanon	168	Lebanon	239
Lebanon	43	Pakistan	55	Sri Lanka	89	Sri Lanka	154	Sri Lanka	152
Other		Other		Other		Other		Other	
Countries	322	Countries	329	Countries	597	Countries	924	Countries	1380
Total	6033	Total	4144	Total	4913	Total	10061	Total	18240

Source: PSDA

In 2023, 51% of study resident permits were issued to men. The percentage share of gender distribution of study residence permits is almost the same as in the previous years.



Number of study residence permits by gender distribution and year

LEGAL AND POLICY DEVELOPMENTS

To ensure a high quality education for foreign students and to effectively monitor their legal stay, on 4 August 2023, the Order of the Minister of Education and Science #224/N on Approval of the Procedure for the Submission and Review of Documents

Source: PSDA

by Entrants/Master's Degree Candidates/Students who have the Right to Study Without Passing Unified National Exams/Common Master's Exams - was amended²². As a result:

- At least B1 level of knowledge of a foreign language has been defined as a mandatory for admission to a foreign language educational program;
- An additional condition for suspension of student status was defined for international students - head of higher education institution is obliged to suspend the student status of a foreign citizen enrolled without passing the unified national exams/common master's exams if the person has not received a grade in at least one component within 45 calendar days after academic registration;
- Higher education institutions are obliged to provide the information on suspension/termination of status for international students to the PSDA within 10 days to revoke a study residence permit.

To facilitate admission of foreign students in Georgian universities and prevent from possible difficulties while applying for the study resident permit, on 19 December 2023, the annual information meeting on study residence permit regulations was held for the representatives of 25 authorized higher educational institutions (HEI) of Georgia with the highest number of foreign student enrolments. During the meeting, PSDA representatives delivered up-to date information on procedures and guidelines that should be considered by the HEIs while providing support to their students on obtaining study residence permit, including on new regulations derived from the above-mentioned amendments to the Ministerial Order #224/N.

4.4. FAMILY REUNIFICATION

STATISTICAL OVERVIEW

In 2023, 2 468 temporary resident permits were issued for the purpose of family reunification, which shows 35% increase compared to the previous year and hits the highest number in the last five years.

2019		2020		2021		2022		2023	
Iran	856	Iran	381	Russia	336	Russia	641	Russia	1063
Russia	171	Russia	260	Iran	276	Iran	267	Belarus	367
Türkiye	149	Ukraine	160	Ukraine	160	Belarus	192	Iran	231
India	124	Türkiye	132	Türkiye	156	Türkiye	151	Ukraine	133
Azerbaijan	80	India	102	Azerbaijan	102	Ukraine	135	Türkiye	131
Ukraine	80	Azerbaijan	83	India	73	India	89	Azerbaijan	81
Kazakhstan	45	Kazakhstan	63	Kazakhstan	70	Azerbaijan	65	Kazakhstan	77

Number of family reunification residence permits issued by year and citizenship

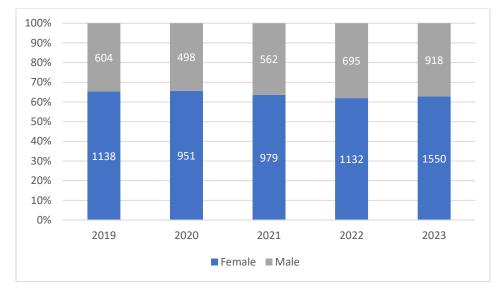
²² <u>https://matsne.gov.ge/ka/document/view/5886609?publication=0</u>

China	35	Israel	27	Belarus	49	Kazakhstan	52	India	73
Egypt	24	China	26	USA	43	Turkmenistan	25	Israel	36
Armenia	18	Armenia	19	Armenia	22	Armenia	18	China	25
Other		Other		Other		Other		Other	
Countries	160	Countries	196	Countries	254	Countries	192	Countries	251
Total	1742	Total	1449	Total	1541	Total	1827	Total	2468

Source: PSDA

In 2023, 63% of family reunification residence permits issued to females. It is almost same percentage share as in previous year. Nevertheless, over last years, share of males in the family reunification residence permits is slightly increasing.

Number of family reunification residence permits by gender distribution and year

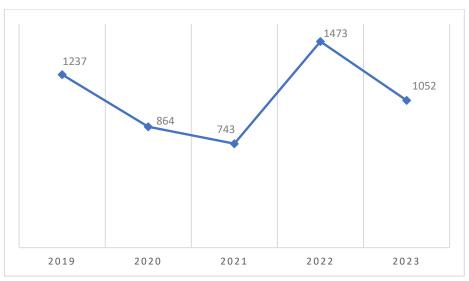


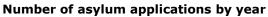
Source: PSDA

4. INTERNATIONAL PROTECTION

STATISTICAL OVERVIEW

In 2023, total number of asylum applications amounted 1 052, showing 29% decrease compared to the previous year.





Most of the asylum seekers in 2023 were from Iran. Whereas, in the previous year predominantly citizens of Ukraine were claiming asylum. The number of countries of origin of asylum seekers has been going up i.e. In 2019, persons from 48 countries were seeking asylum in Georgia, while in 2023 the number increased to 51.

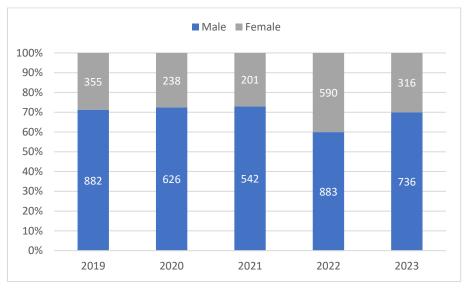
2019		2020		2021		2022		2023	
Iran	470	Iran	267	Türkiye	137	Ukraine	516	Iran	204
Egypt	113	Türkiye	94	Iran	125	Türkiye	203	Ukraine	163
India	101	Russia	64	Russia	54	Iran	194	Türkiye	156
Russia	79	Jordan	56	Jordan	47	Russia	115	Russia	83
Türkiye	64	India	52	Afghanistan	40	Egypt	44	Egypt	46
Other	410	Other	331	Other	340	Other	401	Other	400
Total	1 237	Total	864	Total	743	Total	1 473	Total	1 052

Number of asylum	seekers by vear	and citizenship
italiisei ei asylain		

Source: MIA

As for gender distribution, share of female asylum seekers in 2023 reduced by 46% compared to the previous year, when the highest rate (40%) of female asylum seekers registered in the last five years.

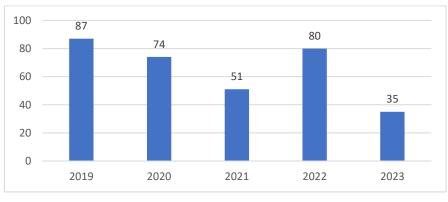
Source: MIA



Number of asylum seekers distributed by gender and year



In 2023, the Asylum Seekers' Reception Centre of the Ministry of Internal Affairs (MIA) remained fully occupied, while the figures of newly accommodated asylum seekers decreased by 56% compared to 2022, marking the lowest number in the last five years.

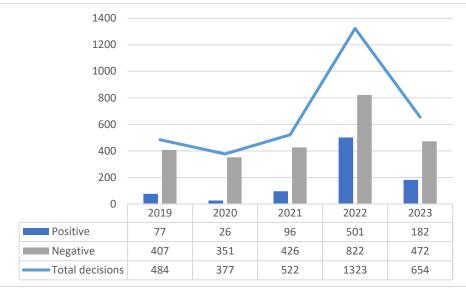


Number of Asylum Seekers Accommodated in Reception Center



The majority of asylum seekers accommodated in the Reception Center in 2023 were citizens of Pakistan (12) and Lebanon (6).

Alongside the decreased number of asylum seekers in 2023, number of asylum decisions reduced twice compared to 2022, when the highest point of total decisions in the last five years was observed. Comparing to 2022, the share of positive decisions also decreased by 64% in 2023; Ukrainian citizens still topping the list of persons granted international protection in 2023.

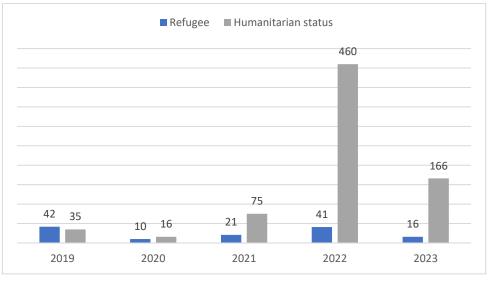


Number of asylum decisions by outcome and year



In 2023, the share of granted refugees status remained the same as in 2022, and amounted 8% of total positive decisions; while 92% of decisions on international protection were granted in the form of humanitarian status in 2022-2023.

Number of persons granted International protection by type and year





LEGAL AND POLICY DEVELOPMENTS

4.1. OVERARCHING AND CROSSCUTTING DEVELOPMENTS

To facilitate a multi-stakeholder discussion on refugees in Georgia, on 21 June 2023, the Refugee Forum was held²³. Representatives of different state agencies and the

²³ <u>https://mfa.gov.ge/news/303287-sagartvelos-sagareo-sagmeta-saministrosa-da-sagartveloshi-gaeros-ltolvilta-umaghlesi-komisris-tsarmo</u>

Public Defender's Office of Georgia informed participants of the Forum on the steps taken to implement pledges made by Georgia on refugees and statelessness at the Global Refugee Forum in 2019. The participants also had an opportunity to learn firsthand experience of representatives of the refugee community, including those displaced from Ukraine, and to listen to civil society, private sector, and academia, who spoke about their involvement to help refugees in Georgia.

4.2. INTERNATIONAL PROTECTION PROCEDURES

To further improve the reception conditions for accommodation of asylum seekers and approximate Georgian legislation with the relevant EU *acquis*, on 17 August 2023, the Order of the Minister of the Internal Affairs of Georgia #62 on the Rule for Accommodation of the Asylum-Seeker in the Reception Centre or Another Place (the Rule) was adopted²⁴, repealing the previous one. The new Rule develops and adopts updated criteria for the accommodation of asylum seekers in the Reception Centre, the rights and obligations and the grounds for cancellation of the right to accommodation. Moreover, the new rule regulates a decent standard of living and medical examination upon accommodation and provision of food packages.

5. TEMPORARY PROTECTION AND OTHER MEASURES IN RESPONSE TO PERSONS FLEEING THE WAR IN UKRAINE

On 24 February 2023, the Governmental Ordinance #255 on Approval of the List of Countries whose Citizens may Enter Georgia without a Visa was amended²⁵, allowing the Ukrainian citizens to enter and stay in Georgia without a visa for two years, instead of one. The main aim of the amendment was to provide sufficient period of legal stay for citizens of Ukraine fleeing the war. Before that, the citizens of Ukraine were allowed to enter and stay in Georgia without a visa for one year and most of them were unable to leave the country before the expiration of a legal stay.

6. UNACCOMPANIED MINORS AND OTHER VULNERABLE GROUPS

STATISTICAL OVERVIEW

In 2023, only two unaccompanied minors were registered as asylum seekers in Georgia, which is almost 86% decrease compared to the previous year, when the highest number of UAMs (14) registered in the last five years.

Number of unaccompanied minors applied for asylum by year

2019	2020	2021	2022	2023
0	1	4	14	2

Source: MIA

²⁴ <u>https://www.matsne.gov.ge/ka/document/view/5894607?publication=0</u>

²⁵ <u>https://www.matsne.gov.ge/ka/document/view/5732020?publication=0</u>

Two UAMs applied for asylum in 2023 were citizens of Afghanistan and Pakistan, while in the previous year majority of UAMs were citizens of Ukraine (10).

7 INTEGRATION AND INCLUSION OF MIGRANTS

LEGAL AND POLICY DEVELOPMENTS

7.1 EDUCATION AND TRAINING

To promote the integration of migrant children into the general education system, from September 2023, existing Georgian language teaching service was expanded throughout the country. Amendments were made in the Ministerial Order #193/n on The Procedure for Enrolling an Asylum Seeker and a Person with International Protection in the Georgian Language Training Program, the Content of the Program, Implementation Deadlines and Funding Rule^{"26}. According to the amendments, free Georgian language course through the online mode is now available for all asylum seeker children and persons with the international protection countrywide.

Aimed at reducing language barriers for non-speakers on the way of their integration into Georgian society through education, a new approach to teaching the state language was developed at the VET level, and will be piloted in 2024. The new learning modules are based on modern interactive methodology covering A1, A2, B1 and B2 levels. Alongside with the language competencies the modules develop digital, civic and independent learning competencies among learners. Moreover, the new interactive textbook for A level is finished and working on the B level text book has started. The new modules will be accessible for wider public, including migrants from age of 14.

On 5 June 2023, Governmental Ordinance #244 on Funding Vocational Education was amended²⁷ and state funding expanded to the specific group of non-Georgian citizens, namely, to the VET students who have the status of stateless person in Georgia and who are or were under the state care. On 14 November 2023, the enrolment process at VET programs was finalized and all interested candidates, including foreign citizens with the compatriot status residing abroad, asylum seekers, persons with refugee or humanitarian status, as well as stateless persons are eligible for state funding.

7.2. LABOUR MARKET AND SKILLS

The Ministry of Education, Science and Youth of Georgia is actively working on increasing access to vocational education and inclusiveness of the system, including for migrants. In 2023, the construction of three VET colleges has been finalized and the first enrolment of students was announced in Lanchkhuti, while two other institutions conducted preparatory works for authorization (Khashuri and Tskaltubo).

²⁶ <u>https://www.matsne.gov.ge/ka/document/view/5896529?publication=0</u>

²⁷ https://www.matsne.gov.ge/ka/document/view/5822217?publication=0

In addition, the construction of three new colleges in Bolnisi, Borjomi and in Gurjaani continued in 2023.

Using the resources of public general educational institutions for the purpose of providing vocational education is also an important lever for improving access to VET system. In 2023, preparatory work was underway, 30 selected schools were prepared and strengthened in order to obtain the right to implement VET programs.

To increase the scale of recognition of non-formal education, additionally three VET institutions gained right to recognize non-formal education in 2023. By the end of 2023, in total 11 vocational schools had the above-mentioned right. Non-formal education recognition service is available in 11 areas: Business and Administration; Information and Communication Technologies; Personal services; Engineering; Security services; Education; Healthcare; Architecture and Construction; Agriculture; Production and processing.

7.3. FIGHTING RASICM AND DISCRIMINATION

On 23 March 2023, the Parliament of Georgia adopted the National Strategy for the Protection of Human Rights in Georgia for 2022-2030²⁸. The document was developed by the relevant state institutions, with the coordination of the Administration of the Government of Georgia and approved by the GoG in September 2022. The new comprehensive Strategy addresses all fundamental human rights and freedoms and puts special emphasis on the protection of the rights of vulnerable groups (including persons with the international protection status, asylum seekers, migrants, environmental migrants and returnees). It covers four priority areas:

1) Strengthening of justice, rule of law principles, institutional democracy and effective application of civil and political rights;

2) Strengthening the protection of economic and social rights and improving systemic guarantees;

3) Reflecting the constitutional guarantees of equality in the state policy, their implementation in practice and the enjoyment of human rights and freedoms without discrimination;

4) Protection of the rights and freedoms of the population affected by the illegal occupation of the territories of Georgia by the Russian Federation, including internally displaced persons from the occupied territories of Georgia and refugees, the population of villages adjacent to the occupation line, and people living in the occupied territories.

To further strengthen the systematic approach to protect human rights and freedoms in the country, on 28 December 2023, the GoG by the Ordinance #528 adopted 2024-

²⁸ <u>https://matsne.gov.ge/ka/document/view/5757268?publication=0</u>

2026 Human Rights Action Plan²⁹, which is derived from National Human Rights Strategy. It covers a broad range of human rights; focuses on the localization of fundamental freedoms; creates obligations for public and private entities; and ensures effective implementation of the anti-discrimination legislation.

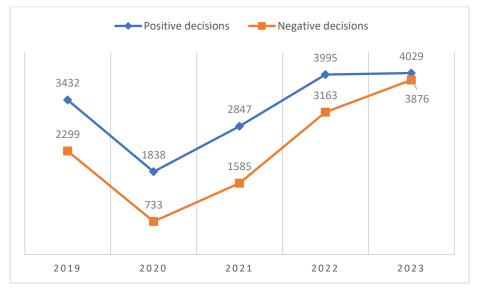
8. CITIZENSHIP AND STATELESSNESS

8.1. ACQUISITION OF CITIZENSHIP

STATISTICAL OVERVIEW

In 2023, by naturalization procedure³⁰ the Georgian citizenship was granted to 4 029 persons; the number equalling nearly the same as in previous year. As for the negative decisions, the recent years' trend was followed to the trend of positive decisions. However, in 2023, the highest number of negative decisions recorded in the last five years and almost equalled to positive ones.



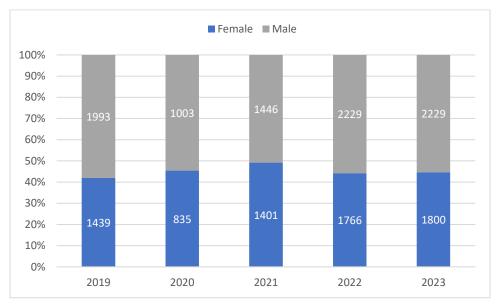


Source: PSDA

As for the gender distribution of persons granted Georgian citizenship, in 2023 the share of males (55%) slightly exceeds that of females (45%). This distribution is about the same in the recent years.

²⁹ <u>https://www.matsne.gov.ge/ka/document/view/6053557?publication=0</u>

³⁰ Rate of granting Georgian citizenship through naturalization is calculated based on all six types of acquisition of Georgian citizenship derived from the Organic Law of Georgia on Georgian Citizenship.: granting citizenship under: ordinary, simplified, exceptional, restoration and special procedures. Calculation also includes the data on exercising temporary right for restoration of Georgian citizenship.



Number of persons granted Georgian citizenship by gender distribution and year



In 2023, the majority of persons who were granted Georgian citizenship were citizens of Israel, USA, Russia, Ukraine and Armenia. **It is noteworthy that based on different data sources, these are the major destination countries for Georgian emigrants, indicating that Georgian citizenship is mainly granted to either former Georgian citizens or persons originating from Georgia.**

LEGAL AND POLICY DEVELOPMENTS

In November 2023, an Organic Law on Georgian Citizenship was amended³¹ and in case of a refusal on granting Georgian citizenship by naturalization, the applicant has the right to apply again after six months from the negative decision. Before this amendment, applicant could reapply only after one year. Amendments also affected exam procedures on granting Georgian citizenship (citizenship tests). The level of knowledge of the state language and history of Georgia, as well as the general principles of law now will be checked prior to formally submitting an application for granting Georgian citizenship. Contrary to the previous practice, when the level of knowledge was tested after the formally submitted applications. The exam results will be valid for one year (this amendment enters into force from 1 May 2024).

8.2 STATELESSNESS

STATISTICAL OVERVIEW

In 2019-2022, the total number of recognized stateless persons decreased slightly, but did not change much and remained stable. In 2023, number of recognized stateless persons in Georgia amounted 530, which shows a little increase from the previous year.

³¹ <u>https://www.matsne.gov.ge/ka/document/view/5953191?publication=0</u>



Total number of recognized stateless persons by gender distribution and year



As for the gender distribution, in 2023 it was almost equal, with the share of females (57%) surpassing that of males (43%).

LEGAL AND POLICY DEVELOPMENTS

To support facilitated naturalization for the stateless persons living in Georgia and approximate national practice to the best international standards, as well as meeting the requirements of the UN 1954 Convention Relating to the Status of Stateless Persons (Article 32), on 1 November 2023, the Parliament of Georgia adopted amendments to the Organic Law on Georgian Citizenship³². Upon the amendment, the term of residence for naturalization of a stateless person in Georgia has decreased from ten to five years.

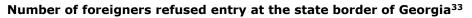
9. BORDERS and VISAS

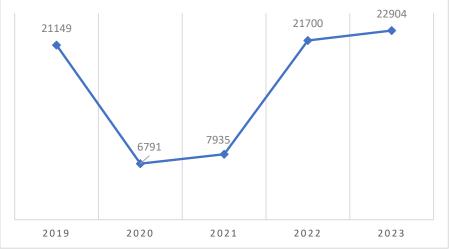
9.1. BORDER MANAGEMENT

STATISTICAL OVERVIEW

In 2023, the number of foreigners refused entry at the state border of Georgia has slightly (by 6%) increased compared to 2022 year, and reached the highest number in the last five years.

³² <u>https://www.matsne.gov.ge/ka/document/view/5953191?publication=0</u>





Source: MIA

The majority of persons refused entry to the territory of Georgia in 2023 were citizens of Russia (29%), Iran (16%) and Uzbekistan (7%).

LEGAL AND POLICY DEVELOPMENTS

To ensure a whole of government approach and effectively implement an integrated border management concept, on 9 March 2023, the Government adopted an Integrated Border Management (IBM) Strategy (Strategy) of Georgia for 2023-2027³⁴. The IBM applied by Georgia envisages the four-tier model of the border management, promoting a legal movement of people and goods and ensuring efficient control over state borders, thus creating a foundation for security and sustainable economic development.

In addition to that, on 30 August 2023, Government adopted an Action Plan of the IBM Strategy, as well as a respective chapter setting monitoring mechanism for the action plan implementation added to the Strategy³⁵.

The IBM Strategy and Action Plan represent the principal documents guiding and encompassing cooperation among all relevant authorities, ministries, entities and/or agencies involved in border management system.

Another significant advancement in bolstering border security occurred with the approval of the Integrated Risk Analysis Model of the State Border of Georgia by Order #1/290 of the Minister of Internal Affairs dated on 27 July 2023. This document is based on a comprehensive understanding of risk, encompassing three fundamental

³³ Each person is counted only once within the reference period, irrespective of the number of refusals issued to the same person. Note: average statistical deviation margin +/-2.4%.

³⁴ <u>https://www.matsne.gov.ge/ka/document/view/5746129?publication=0</u>

³⁵ https://www.matsne.gov.ge/ka/document/view/5904088?publication=0

elements: threat, vulnerability and impact. It aligns with the Common Integrated Risk Analysis Model (CIRAM 2.1) of the Frontex.

Moreover, on 20 December 2023, Order #1/514 of the Minister of Internal Affairs on the Approval of the 2024 Action Plan for the Implementation of the Integrated Risk Analysis Model of the State Border of Georgia - was adopted. The Ministerial Order defines all steps needed to fully integrate CIRAM-based risk analysis approach. The document, which is aligned with the best international standards, is a key component to strengthen and enhance border management system in Georgia.

To enhance the efficiency of the border control in times of crossing the state borders, from 1 October 2023, a special face-recognition electronic program was launched³⁶, which ensures the identification of a person. The program significantly enhances the efficiency of the state border control when crossed by individuals.

9.2. COOPERATION IN THE AREA OF BORDER MANAGEMENT

In order to further enhance bilateral cooperation with partner countries and strengthen national integrated border management system, in 2023, Cooperation Plans were signed with the Republic of Moldova and Lithuania.

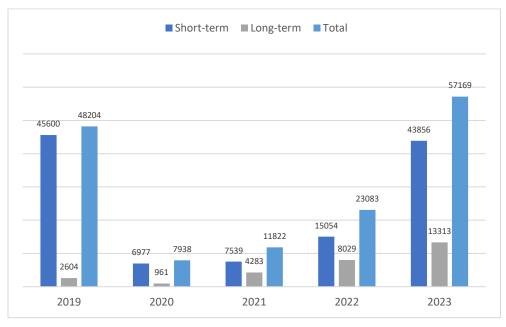
9.3. GEORGIAN VISAS

STATISTICAL OVERVIEW

In 2023, the highest number (57 169) of Georgian visas were issued in the last five years, exceeding pre- Covid-19 pandemic level of 2019 by 19%. In 2023, 77% (43 856) of issued visas were short-term³⁷. Notably, the majority of issued visas has always been short-term, however, the share of long-term visas changed over the years, in 2019 it amounted around 5%, while in 2023 it increased to 23%.

³⁶ <u>https://police.ge/en/sagartvelos-sakhelmtsifo-sasazghvro-gamshveb-pungtebze-sakhis-amomtsnobi-spetsialuri-sistema-amogmedda/15982</u>

 ³⁷ Short-term visa shall be issued to foreigner when the overall duration of stay in Georgia shall not exceed 90 calendar days in any 180-day period. Short-term visas of Georgia: 1) Diplomatic (A1; A3; A4; A5); 2) Special (B1; B4); 3) Ordinary (C1; C2; C3; C4); 4) Transit (T).



Number of Georgian visas issued by type and year



Almost 50% of Georgian short-term visas in 2023 were issued to citizens of China being on the top in previous years as well.

2019)	2020		2021		2022		2023	
China	30811	China	3635	China	4796	China	5820	China	21667
India	8161	India	1660	Egypt	771	Egypt	2061	India	8548
Egypt	2017	Philippines	504	Philippines	472	India	1488	Iraq	5713
Philippines	1601	Egypt	452	India	165	Philippines	1462	Philippines	2233
Indonesia	594	North Macedonia	192	Indonesia	161	Indonesia	551	Egypt	1835
Other	2416	Other	534	Other	1174	Other	3672	Other	3860
Total	45600	Total	6977	Total	7539	Total	15054	Total	43856

Number of short-term visas issued by citizenship and year

Source: MFA

LEGAL AND POLICY DEVELOPMENTS

In order to expand visa-free travel opportunities for citizens of Georgia and to facilitate tourism, several important developments implemented in 2023, namely:

On 3 February 2023, an Agreement Between the Government of Georgia and the Government of the Republic of Paraguay on Visa Exemption for Ordinary Passport Holders³⁸ entered into force. The citizens, holding ordinary passports of contracting countries, are allowed to enter and stay on the territory of other

³⁸ <u>https://matsne.gov.ge/ka/document/view/4709574?publication=0</u>

contracting party without a visa for the period not exceeding 90 days in any 180day period;

- On 1 July 2023, an Agreement Between Georgia and the Republic of Armenia on Mutual Visa Free Travel for Both Countries Citizens entered into force³⁹, which allows the citizens of contracting countries to enter and stay on the territory of other contracting party without a visa for the period not exceeding 90 days in any 180-day period, including with ID cards;
- On 18 September 2023, an Agreement Between the Government of Georgia and the Government of the Republic of Peru on Exemption of Tourist/Ordinary Visas was signed⁴⁰. After the ratification procedures holders of ordinary passports of contracting parties will be allowed to enter and stay on the territory of other contracting party without a visa for the period not exceeding 90 days in any 180day period;
- On 11 September 2023, an amendment was introduced to the Governmental Ordinance #255 on Approval of the List of Countries Whose Citizens May Enter Georgia without a Visa⁴¹, according to which citizens of the People's Republic of China, traveling to Georgia for tourism purpose, are allowed to enter and stay in Georgia without a visa for 30 days.

Expansion of the visa-free travel area contributes to enhancing people-to-people contacts and strengthening business, social, cultural relations and reduces travel costs in general.

10. IRREGULAR MIGRATION INCLUDING MIGRANT SMUGGLING

STATISTICAL OVERVIEW

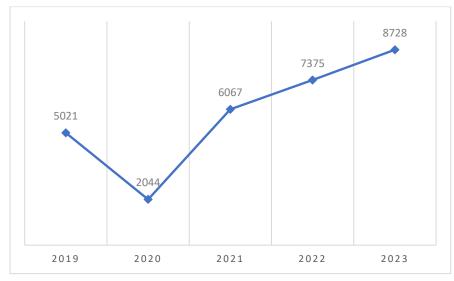
In parallel with increased international mobility of recent years, the number of foreigners found to be illegally present in Georgia⁴² has also raised in 2023. Compared to 2019, it increased by 74% and reached the highest mark (8 728) in the last five years.

³⁹ <u>https://matsne.gov.ge/ka/document/view/5865739?publication=0</u>

⁴⁰ https://matsne.gov.ge/ka/document/view/6152871?publication=0

⁴¹ https://matsne.gov.ge/ka/document/view/5916029?publication=0

⁴² Foreigners who are detected at the border crossing points of Georgia, while leaving the country, and have been determined to be illegally present in the country since the expiration of visa validity (in accordance with Art. 47 of the Law of Georgia on the Legal Status of Aliens and Stateless Persons, Art. 190 of the Administrative Offences Code of Georgia). This category may relate to persons who may have entered legally but have subsequently remained on an illegal basis. Each person is counted only once within the reference period.



Number of foreigners found to be illegally present by year



Majority of the foreigners find to be illegally present in 2023 were citizens of China (33%), Russia (10%) and Iran (9%). Citizens of these countries were also in top countries for the previous years as well.

2019		2020		2021		2022		2023	
Iran	1,781	Iran	480	Azerbaijan	950	China	2,098	China	2,871
China	1,147	China	471	Russia	900	Russia	814	Russia	908
Russia	280	Türkiye	220	China	838	Azerbaijan	760	Iran	820
Iraq	233	Iraq	159	Türkiye	579	Iran	723	Taiwan	719
Türkiye	172	Russia	129	Armenia	520	Armenia	385	Azerbaijan	658
Other	1,408	Other	585	Other	2,280	Other	2,595	Other	2,752
Total	5,021	Total	2,044	Total	6,067	Total	7,375	Total	8,728

Source: MIA

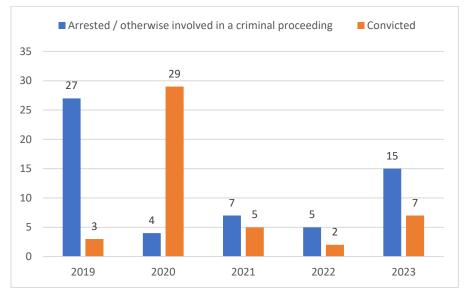
11. TRAFFICKING IN HUMAN BEINGS

STATISTICAL OVERVIEW

In 2023, three victims of THB crime were identified⁴³, all of them were females with the citizenship of Thailand and all cases were classified as the sexual exploitation.

⁴³ 'Identified' victims are those who have been formally identified by the relevant authority (i.e. the national person/body authorised to formally identify victims).

In 2023, 15 traffickers were arrested as suspects (prosecuted) and seven THB criminals were convicted. Both figures almost tripled compared to the previous (2022) year statistics⁴⁴.



Number of traffickers arrested as suspects⁴⁵ and traffickers convicted by year

LEGAL AND POLICY DEVELOPMENTS

11.1. NATIONAL STRATEGIC POLICY DEVELOPMENTS

To strengthen and develop inter-agency cooperation in combating THB, on 27 December 2023, the sitting of the Inter-Agency Coordination Council Implementing Measures against Human Trafficking (THB Council) was held, where the member agencies of the THB Council presented an oral report on the implementation of the 2023-2024 Action Plan for the Fight against Trafficking⁴⁶. Moreover, changes to be made to the statute of THB Council were discussed and supported by the members of the Council. According to the THB Council's decision, during 2024 awareness-raising activities for different target audience will be held intensively. The coordination and performance monitoring of which will be carried out by the THB Council's working group.

To increase the effectiveness of the fight against organized crime, including Human Trafficking in the Adjara region, which is considered as one of the high risk places for THB in Georgia, on 8 December 2023, an amendment to the Order #71 of the Minister of Internal Affairs of Georgia on the Approval of the Regulation of the Central Criminal

Source: MoJ (THB Council)

⁴⁴ Higher number in convictions is caused by prosecutions that started in previous year.

⁴⁵ The number resembles total persons who were prosecuted.

⁴⁶ <u>https://justice.gov.ge/?m=articles&id=BWcft8UOCF&lang=2</u>

Police Department of the Ministry of Internal Affairs of Georgia⁴⁷ was enacted. This amendment resulted in the dissolution of the department's existing structural unit, namely, the Main Division of the Autonomous Republic of Adjara and instead two new structural units were established: 1. the Main Division for Combating Illegal Drug Trafficking of the Autonomous Republic of Adjara; 2. the Main Division for Combating Organized Crime of the Autonomous Republic of Adjara.

On 25 April 2023, the Ministry of Justice of Georgia organised a meeting in Tbilisi to review recommendations of the Council of Europe Group of Experts on Action Against Trafficking in Human Beings (GRETA)⁴⁸. The representatives of the relevant state agencies, international and local non-governmental organizations discussed the recommendations of the evaluation report issued by GRETA in a round table format.

According to the US State Department's 2023 Trafficking in Persons Report⁴⁹, Georgia still maintains its position on the highest level - in the first tier (8th year in a row), and is among the top 30 countries in the world that fully meet anti-trafficking standards and continuously pursue consistent and coordinated anti-trafficking measures.

Moreover, according to the Global Slavery Index 2023, Georgia ranks 41st globally and 18th within Europe and Central Asia⁵⁰, and is among the region's countries with lower levels of GDP per capita, showing relatively stronger government response to modern slavery⁵¹.

11.2. DETECTION AND IDENTIFICATION OF VICTIMS

TRAINING AND AWARENESS RAISING

To improve mechanisms for detection, identification and protection of presumed victims of THB, as well as acquire the knowledge on investigative methods of THB several trainings and capacity building activities were carried out by the MoJ within the EU funded projects implemented by the partner international organisations, namely:

- > 20-21 May 2023 a training on THB for 25 medical personnel in hospitals;
- 7-8 August, 5-6 and 27-28 September, and 18-19 October 2023 series of trainings for 45 employees of the PSDA;
- 18-22 September 2023 a training on investigative methods of THB for MIA staff with 20 participants;
- > 38 prosecutors participated in different thematic capacity building activities in 2023, namely: training on THB investigation methods; sexual violence, domestic violence and fight for change; investigation of THB and child exploitation;

⁴⁷ <u>https://matsne.gov.ge/ka/document/view/5995077?publication=0</u>

⁴⁸ <u>https://www.coe.int/en/web/anti-human-trafficking/-/georgia-round-table-discusses-progress-in-combating-human-trafficking</u>

⁴⁹ https://www.state.gov/wp-content/uploads/2023/06/2023-TIP-Report.pdf

⁵⁰ https://cdn.walkfree.org/content/uploads/2023/09/29081038/GSI-Snapshot-Georgia.pdf

⁵¹ https://cdn.walkfree.org/content/uploads/2023/05/17114737/Global-Slavery-Index-2023.pdf

identification of trafficking victims and the role of inter-agency cooperation in the investigation process;

- 13-15 December 2023 Giorgi Margiani moot court competition on THB in Tbilisi. The project has been running since 2014 and aims to: prevent trafficking, raise students' awareness and deepen their knowledge on - THB crime, the state policy to combat it, the services available to victims/statutory victims of THB, the specifics of crime investigation and criminal prosecution;
- 11-12 December 2023 a training on the topic of Sexual Exploitation of Minors Through the Use of Online Platforms for Recruitment with the participation of 22 investigators and prosecutors from the MIA and the Prosecutor's Office of Georgia.

Moreover, on 20-24 November 2023, the second simulation-based training - Fight Against Human Trafficking: Sustainability of Inter-agency Cooperation Through the Implementation of National Simulation Training - was conducted under the leadership of the MoJ and with the financial support of Organization for Security and Cooperation in Europe (OSCE) and the Embassy of Switzerland in Georgia. The national simulation training was aimed at increasing the practical skills of up to 40 professionals, including investigators, prosecutors, labour inspectors, psychologists, social workers and staff working with THB victims through inter-agency cooperation and a victimoriented approach. The training is designed to contribute to the timely detection of THB crimes, the punishment of criminals and effective integration of THB victims into society.

11.3. PROTECTION OF VICTIMS

To strengthen protection mechanisms of THB victims, within the Agency for State Care and Assistance for the (Statutory) Victims of Human Trafficking (State Care Agency), a new shelter for victims of violence and human trafficking was opened in 2023, in Tbilisi, and a Crisis Centre for victims of violence was also opened in Telavi (Kakheti region). Moreover, on 28-29 July 2023, 28 employees of the State Care Agency were trained on THB issues to implement mechanisms for the protection of THB victims/statutory victims. It is noteworthy that the increase in the number of shelters and crisis centers under the authority of the State Care Agency is directly related to the expansion of access to state services for the victims of trafficking.

11.4. COOPERATION WITH FOREIGN COUNTRIES

To improve international cooperation and introduce best practices against THB, several interstate capacity-building activities were organized:

 On 15-16 March 2023, Georgia hosted two workshops on THB issues, co-organized by the Prosecutor's Office of Georgia and the UN Office on Drugs and Crime (UNODC). In the framework of the workshops, Judicial Cooperation Network for Central Asia and Southern Caucasus (CASC) under UNODC set up a regional mechanism for cross-border coordination and cooperation for investigating and prosecuting THB. Furthermore, the network has created a multi-stakeholder interagency working group as a complementary platform to share operational information and coordinate actions related to the mutual legal assistance and extradition processes;

- On 24-29 April 2023, with the support of the IOM an official visit of the governmental delegation from Tajikistan was carried out in Georgia. The aim of the visit was to learn Georgian experience in fight against Trafficking in Human Beings (THB);
- On 4 July 2023, an online working session of the group to combat human trafficking and illegal migration was held within the framework of the Organization for Democracy and Economic Development GUAM.

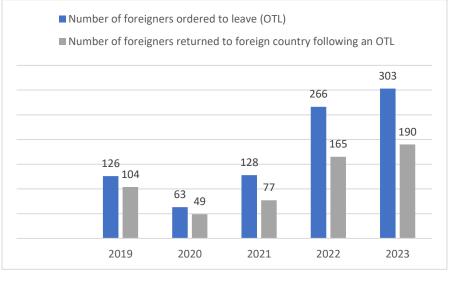
12. RETURN AND READMISSION

12.1. RETURN

STATISTICAL OVERVIEW

In 2022, there was significant grow in the number of foreigners ordered to leave Georgia, as well as in the execution rate of these decisions. The increased trend of both indicators remained in 2023 and reached the highest mark in the last five years.

Number of foreigners OTL and number of foreigners returned following an OTL by year





Majority of foreigners OTL the country in 2023 were citizens of Iran (23%), Azerbaijan (14%), and India (10%). As for the foreigners returned in 2023 following an OTL, the majority of them also were citizens of Azerbaijan (22%), Iran (17%) and India (14%).

In 2023, 190 foreigners left the country based on OTL, which is the highest number in last five years. Overwhelming majority of recent years' returns was voluntary. As

for the forced returns, it was slightly increased in 2022-2023 years and reached the highest point in 2023 (8.7% share in total returns).

	Number of Voluntary Returns	Voluntary Returns as a % of the total returns	Number of Forced Returns	Forced Returns as a % of the total returns	Number of Total Returns
2019	95	91.3%	9	8.7%	104
2020	45	91.8%	4	8.2%	49
2021	77	100.0%	0	0.0%	77
2022	162	98.2%	3	1.8%	165
2023	181	95.3%	9	4.7%	190

Number of foreigners who left the territory of Georgia by type of return and year

Source: MIA

LEGAL AND POLICY DEVELOPMENTS

12.2. (ASSISTED) VOLUNTARY RETURN AND REINTEGRATION

To promote voluntary return of irregular migrants from Georgia, on 6 October 2023, the Memorandum of Understanding on Bilateral Cooperation was signed between MIA of Georgia and IOM⁵². MoU envisages general principles and areas of cooperation between the parties in the field of assisted voluntary return. Development of a legal framework for cooperation between IOM and MIA of Georgia on the assisted voluntary return from Georgia is important step towards safe and orderly return of irregular migrants.

12.3. DETENTION

To further improve protection of detainees' rights, especially prevention of illtreatment and torture in the Temporary Accommodation Centre (TAC) of MIA on 25 July 2023, the Order #48 of the Minister of Internal Affairs of Georgia on Approval of the Procedure for Detaining and Accommodating Aliens in the Temporary Accommodation Centre was amended⁵³, establishing procedures for photographing bodily injuries on detainees by the medical personnel of the Migration Department at the TAC. In addition, the procedure and criteria for notifying the relevant investigation body on the bodily injuries of detainees by the medical personnel of the TAC have been clearly specified.

12.4. COOPERATION WITH COUNTRIES OF ORIGIN AND TRANSIT

To ensure rapid and effective procedures for the identification and safe and orderly return of irregular migrants, as well as strengthening international cooperation, several international agreements were enacted or signed, namely:

⁵² <u>https://police.ge/en/shinagan-sagmeta-ministris-moadgile-migratsiis-saertashoriso-organizatsiis-regionalur-</u> <u>direqtors-shekhvda/15993</u>

⁵³ https://matsne.gov.ge/ka/document/view/5875405?publication=0

- On 26 January 2023, an Agreement Between the Government of Georgia and the Government of the United Kingdom of Great Britain and Northern Ireland on the Readmission of Persons Residing without Authorization was signed⁵⁴. The Agreement entered into force on 1 May 2023;
- On 1 June 2023, an Agreement Between Georgia and Iceland on the Readmission of Persons Residing without Authorization entered into force⁵⁵;
- On 16 February 2023, a Protocol between Georgia and the Kingdom of Spain on the implementation of the Agreement Between Georgia and the European Union on the Readmission of Persons Residing without Authorization was signed⁵⁶.

⁵⁴ <u>https://matsne.gov.ge/ka/document/view/5729373?publication=0</u>

⁵⁵ https://matsne.gov.ge/document/view/5844263?publication=0

⁵⁶ https://matsne.gov.ge/ka/document/view/5764642?publication=0

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