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Meeting:

informal Dialogue on the execution of judgments of the European Court of Human Rights seen through the lens of compliance research (Strasbourg, 30 November 2020) organised under the aegis of the German Presidency of the Committee of Ministers

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Réunion:

Dialogue informel sur l'exécution des arrêts de la Cour européenne des droits de l'homme vue à travers le prisme de la recherche sur la conformité (Strasbourg, 30 novembre 2020), organisé sous l'égide de la présidence allemande du Comité des Ministres

(anglais uniquement)

Presentations by the speakers:

- David Kosar / Jan Petrov (Czech Republic)
- Davide Paris (Italy)
- Øyvind Stiansen (Norway)

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Beyond Compliance:

Judicial Implementation of the Strasbourg Case Law

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The research leading to this article has received funding from the Czech Science Foundation under grant agreement No. 16-09415S, panel P408.

Domestic level matters



Significance of the domestic level in ECHR System

- ECtHR as one of many actors within the multi-level ECHR system
- Legal grounding of the ECtHR's impact on national legal systems:

A. Obligation to execute the Strasbourg Court's judgments

- (1) just satisfaction
- (2) individual measures
- (3) general measures

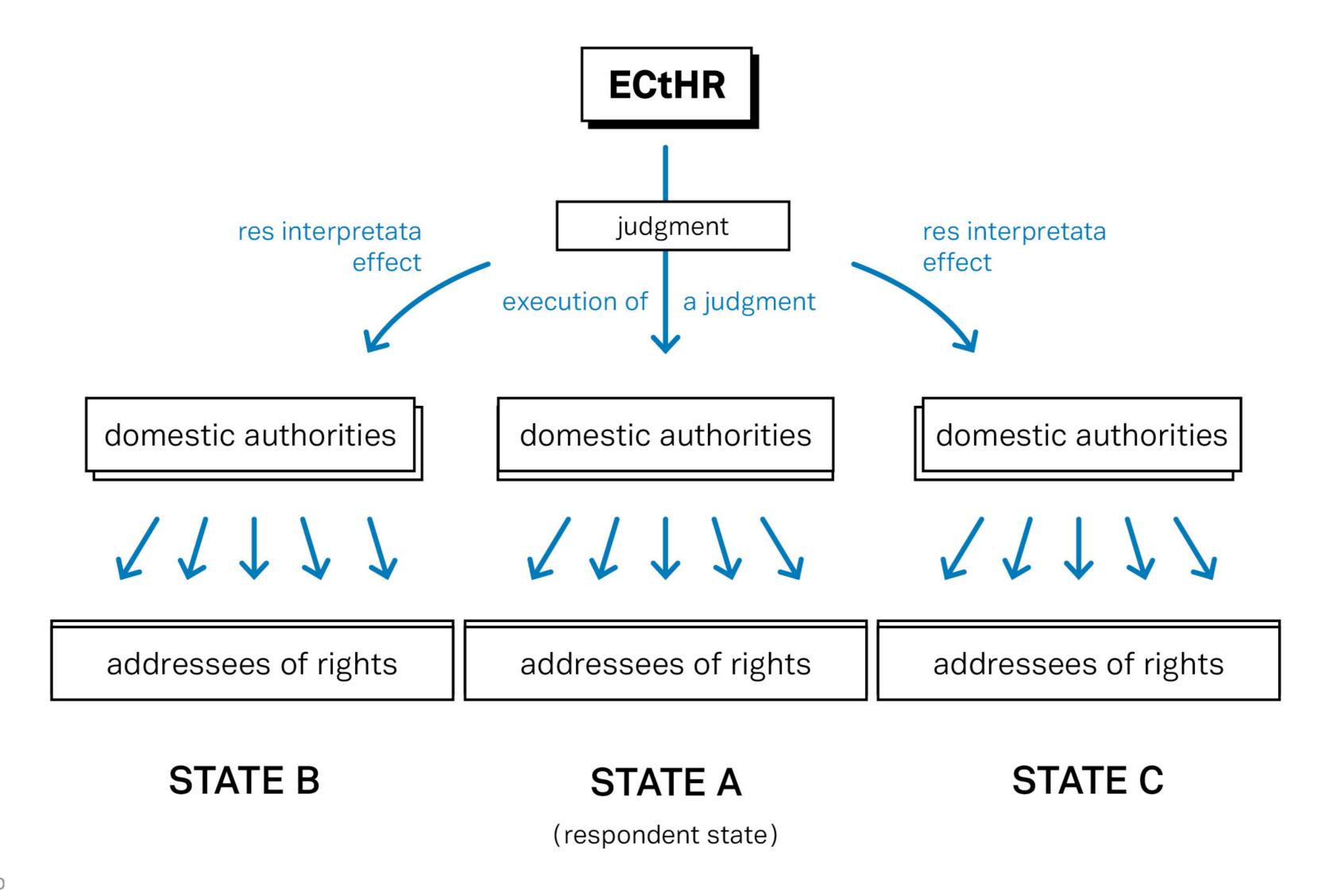
B. Res interpretata effect

- implications for the states which were not parties to the proceedings

=> Two roles of domestic authorities – "diffusers" and "filters"



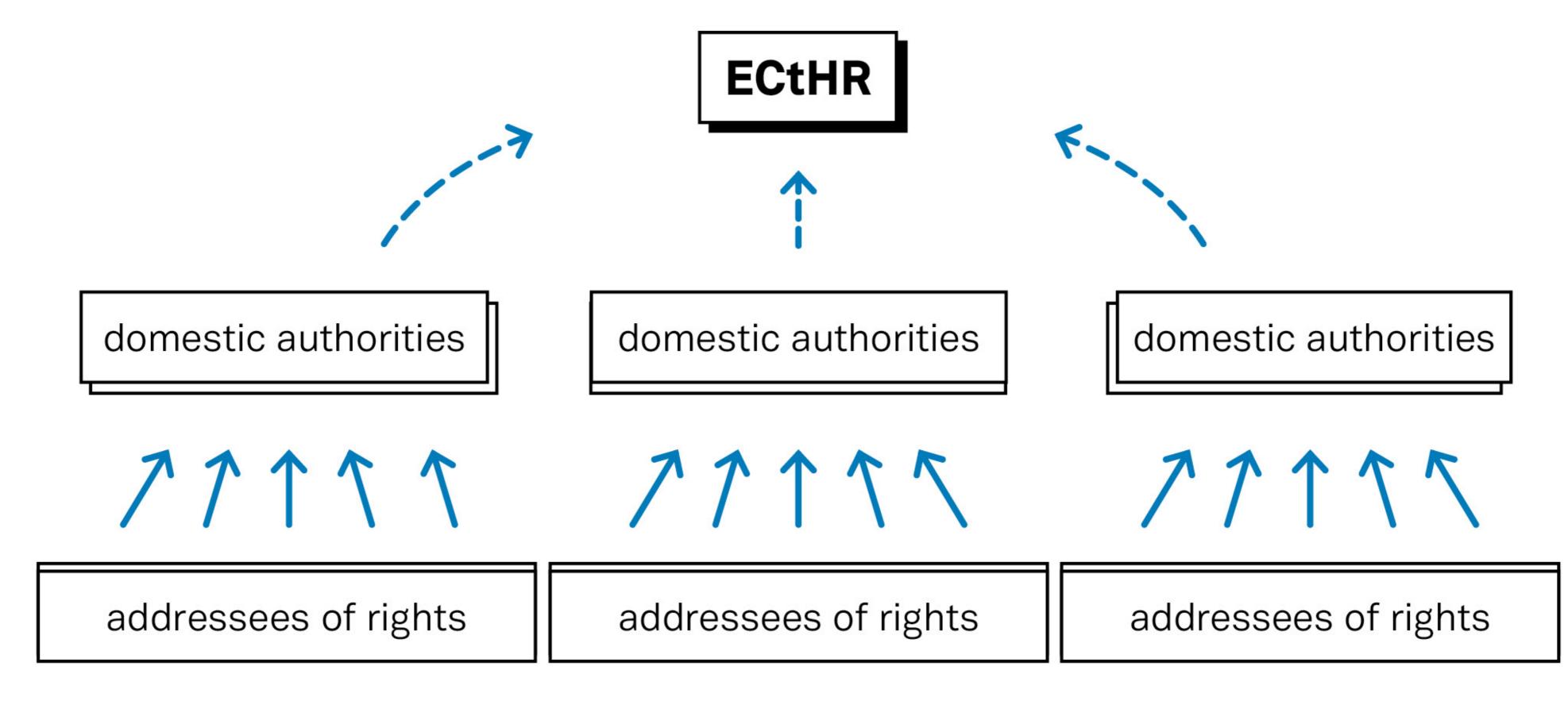
"Diffusing" phase



Kosar & Petro



"Filtering" phase



STATE B

STATE A

(respondent state)

STATE C



Problematizing the "ideal" model

- Reality more open-ended story & instances of partial compliance and non-compliance
 - Principled non-execution vs. dilatory non-execution (de Londras & Dzehtsiarou)
- Domestic level is not monolithic:
 - plurality of domestic actors
 - divergent interests and attitudes
 - different capacity (resources & expertise) and willingness to act
 - complex mutual relations
- Individual actors and their potential contribution to implementation processes

Judicial Compliance – Unpacking the Judiciary



Plurality of Domestic Actors

- State is not a monolithic bloc
 - "no single domestic actor, not even the strongest executive, can satisfy all of the tribunals' mandates, legally or logistically" (Hillebrecht)
- We have to "unpack" it
 - Executive, legislature, judiciary, civil society & NGOs, pressure groups, Government Agent etc.
 - We can go further
 - Judiciary => constitutional courts, supreme court, lower courts



Unpacking the Domestic Judiciary

- Even the judiciary is not a monolithic bloc (it is not "it", but "they")
- Key Judicial Actors
 - Constitutional court (if it exists)
 - Top ordinary court(s)
 - Lower courts (ECtHR acceptance can be lower or higher than at top courts)
 - Judicial associations
 - Sometimes even individual actors within the judiciary matter
 - court presidents
 - individual judges (e.g. influential Justices of ConCourts/SCs)
 - law clerks
- These actors interact (war of courts = ConCourt vs. general courts, Supreme Court vs. lower courts)

Judicial Compliance – Treatment of ECtHR Case Law



Impact of rulings of the ECtHR on domestic (apex) courts

١.

Macro level

- Automated quantitative analysis of references to ECtHR case law by domestic (apex) courts
- Studies to what extent ECtHR is "living" domestically
- RQ: Which ECtHR cases are referred to? How? How often?

1.

Meso level

- Qualitative codebook analysis of references to ECtHR case law by domestic courts
- RQ: How domestic courts use ECtHR rulings in their argumentation?
- Substantive vs. supporting influence
- Following/distinguishing/rejecting
- Invalidation/direct application/ conforming interpretation etc.

III.

Micro level

- In-depth qualitative analysis of the usage of ECtHR case law in leading domestic cases (e.g. ne bis in idem, free assembly)
- RQ: Do ECtHR rulings matter in leading domestic cases?
- Includes normative assessment of the citations (obsolete citation, "fig leave" citation etc.)
- zeroes in on strategic citations (gate-keeping, passive-aggressive approach etc.)

Meso-level analysis

How is the case followed	Following	Distinguishing	Refusing			
Influence of the HR case on the reasoning	Supportive	Substantive				
Technique of the HR case application	Invalidation of domestic legal norm	Primacy (in case of conflict) and application of ECHR50)	Conforming interpretation of national law with ECHR50	Filling the gap in the legislation/Giving it more precision	"Blessing" the domestic law	Other

Broader Implications



Where is the field heading?

- We need to go beyond (judicial) compliance
 - Embeddedness of ECHR50
 - Is ECHR50 a lived instrument and taken seriously? (not only as an "ornament" or "collateral argument")
 - From compliance to influence of ECtHR case law on domestic (apex) courts' case law



Good practice

- How to induce/nudge (judicial) compliance
 - 1. Overcoming limited capability
 - ECHR commentaries written by local authors ("translators")
 - Tailored domestic training by local interlocutors
 - Specialized analytical departments at apex courts
 - "College of experts dealing with implementation of ECtHR's judgments" convened by GA (ministries & apex courts represented) => coordination
 - ECtHR: thematic fact sheets (updated, translated) & superior courts network
 - 2. Overcoming principled resistance (beyond Article 46(4) ECHR)
 - reframe the issue domestically, improve the reasoning by ECtHR, clarify implementation steps, international pressure
 - exploit the "windows of opportunity" (x lapse of time) elections, external shocks
- Government Agent = intermediary between courts & politicians, expertise&coordination
 - Under-researched topic (Ministry of Justice, Ministry of FA, Office of the President)
 - Length of his/her term, degree of autonomy, budget, prestige etc.

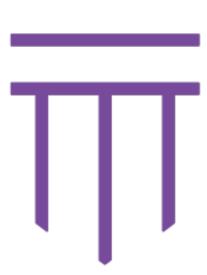
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Thank you very much for your attention!

The research leading to this article has received funding from the Czech Science Foundation under grant agreement No. 16-09415S, panel P408.



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Potential and limits of constitutional constraints in securing compliance with the judgments of the ECtHR

Evidence from a recent comparative research: Research Handbook on Compliance in International Human Rights Law, edited by R. Grote, M. Morales Antoniazzi, and D. Paris, Edward Elgar Publishing, forthcoming 2021

Davide Paris, University of Foggia (IT), davide.paris@unifg.it

Open Dialogue on the execution of judgments of the European Court of Human Rights seen through the lens of compliance research Strasbourg, 30 November 2020







Context

"The ECHR is the most effective human rights regime in the world" Keller & Stone Sweet 2008



"a number of persistent difficulties in the execution of certain judgments by respondent States"

13th Annual Report of the CN

- Payment of "just satisfaction" vs adoption of individual and general measures
- Minimalist compliance
- Selective compliance: the same State, in the same time span, promptly and fully complies with some judgments, whereas other judgments are stuck in partial/no compliance

problems of capacity of domestic actors, problems of resources, insufficient political will or even clear disagreement with a Strasbourg ruling

13th Annual Report of the CM

To what extent can constitutional arrangements at the national level help compliance with the ECtHR judgments, especially when compliance is politically difficult?





Parliaments

"Many parliaments still have not established special structures to examine the compatibility of draft legislation with the Convention and to systematically monitor the implementation of the Court's judgments concerning their countries, neither have they organised regular parliamentary debates on this subject"

(Parliamentary Assembly, Committee on Legal Affairs and Human Rights, Report on The Implementation of Judgments of the ECtHR, 15 July 2020, § 72)



"The quality of parliamentary engagement as a factor influencing the determination of the margin of appreciation by the ECtHR" (Donald 2015)





Judicial Compliance

Pros	Cons		
Quicker and more effective	Lack of power, expertise, or legitimacy		
Strengthening the legitimacy of the ECHR (short term)	Weakening the legitimacy of the ECHR (long term)		

ECtHR, M. v. Germany, 17 December 2009
 BVerfG, 2 BvR 2365/09, 4 May 2011

«the Court considers [...] that by its judgment, the Federal Constitutional Court implemented this Court's findings [...] in the domestic legal order. It thereby fully assumed that responsibility. [...] In the light of the foregoing, the Court does not consider it necessary to indicate any specific or general measures to the respondent State which are called for in the execution of this judgment» (ECtHR, Kronfeldner v. Germany, 19 January 2012, n. 21906/09, § 102-103)

• ECtHR, Torreggiani v. Italy, 8 January 2013 Corte costituzionale, sent. 279/2013

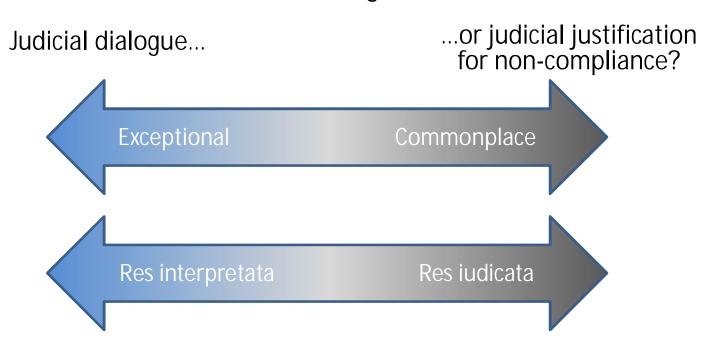
«overcrowding cannot be countered with the remedy indicated by the referring courts because [...] it would achieve this result in a random manner, giving rise to differences in treatment between prisoners.»

«a range of possible legislative arrangements» (Corte costituzionale, judgment 279/2013)





Courts resisting courts



- Safety net rather than standard way of compliance
- Judicial independence matters





NGOs

- Rule 9(2) of the Rules of the CM but also pressure and dialogue at the national level
- Some positive examples of NGOs' participation include NGO human rights forum, involvement in defining the State's response, consultation in the legislative process
- No need for a specific legal framework for NGOs participation
- Transparency and receptiveness of domestic authorities to external actors







Conclusions

- Focus on the constitutional arrangements to secure compliance
- Improving parliamentary structures and processes
- Courts as a safety net
- Receptiveness to the contribution of civil society



Thank you for your attention!

Political Science Research on Compliance with ECtHR Judgments

Øyvind Stiansen oyvind.stiansen@jus.uio.no

Open Dialogue on The execution of judgments of the European Court of Human Rights seen through the lens of compliance research (Strasbourg, 30 November 2020)

Outline

Compliance Research in Political Science

Main Findings from Compliance Research

Using Compliance Research to Improve the Execution of Judgments

Compliance Research in Political Science

- ► Implementation problem: The ECtHR relies on the respondent states to give effect to its judgments.
- Under what conditions are judgments promptly executed and under what conditions are they not?
- Explanations centre on what factors make political actors in respondent states more or less willing/able to comply.
- Tracking time between (lead case) judgment and a final resolution using statistical methods.

- Compliance depends on domestic politics
- Country-level differences help identify general dynamics:
 - Capacity to identify and implement appropriate remedies
 - 2. Government accountability
 - Perceived benefits/legitimacy of international human rights institutions

The European Journal of International Law Vol. 25 no. 1
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Domestic Implementation of European Court of Human Rights Judgments: Legal Infrastructure and Government Effectiveness Matter: A Reply to Dia Anagnostou and Alina Mungiu-Pippidi

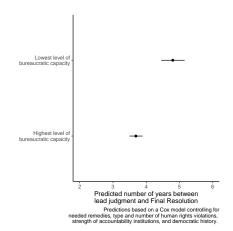
Erik Voeten*

Abstract

This article responds to the valuable contribution by Dia Anamostou and Alina Munaiu-Piovidi in which they analyse how nine countries implemented European Court of Human Rights judaments that found violations of Articles 8-11 of the European Convention on Human Rights. Their conclusion that capacity plays an important role in the implementation of ECtHR indaments is certainly correct. In this short response, I highlight various aspects of the authors' analysis where they make problematic choices with regard to data and statistioal methods. First, I describe and use a more commercionsive dataset that allows us to reach more aeneralizable conclusions. Secondlu, I show how survival analysis is a more appropriate framework than loait or linear regression for analysing these data. Thirdly, I grave that the difficulty of the implementation task needs to be accounted for in any analysis of cross-countru variation in implementation. Mu re-analysis shows that low canacity countries attract judgments that are more difficult to implement. The analysis also uncovers a subtle relationship between time, institutional capacity, and checks and balances. High capacity helps willing politicians to implement judgments quickly. Yet, among judgments that have been pending longer, countries with higher capacity are no quicker to implement than lower capacitu countries. Bu contrast, checks and balances initiallu slow down implementation but help to eventually ensure begrudging implementation.

^{*} Erik Voeten is the Peter E Krogh Associate Professor of Goopolitics and Justice in World Affairs at Georgetown University's liderand A. Walsh School of Foreign Service and Department of Government. Entil: ev. 2 Georgetown edu.

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Article



The power of human rights tribunals: Compliance with the European Court of Human Rights and domestic policy change

European Journal of Incernational Relations 2014, Vol. 20(4) 1100–1123 © The Authority 2014 Reprints and permissions sagepations (April 1997) September 1017/13545411508591 9C. sagepations September 1017/13545411508591 September 1017/1354541 September 1

Courtney Hillebrecht University of Nebraska-Lincoln, USA

Abstract

When international human rights tribunals like the European Court of Human Rights find datase responsible for human right subset, they say government to pay reparation to the victims, engage in symbolic measures, and enact the policy changes necessary to ensure that the velocities do not recur. This article considers the condition under which states comply with these railings, especially when the rehandal are unable and switch states comply with these railings, especially when the rehandal are unable and salout the domester politics of compliance with international human rights like to the case of the European Court of Human Rights. This article analyzes a new, hand-coded data set on states' compliance with over 1000 discrete obligations in harded down by the European Court of Human Rights that ask states to change their human rights lave the European Court of Human Rights that ask states to change their human rights policies. The results of these analyses suggest their robust domestic motitotions, practically executive constraints, and the type compliance with the European Court of Human Rights and practices.

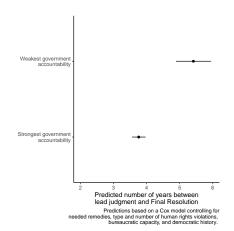
Keywords

Compliance, domestic politics, European Court of Human Rights, human rights international law, supranational courts

Corresponding author:

Courtney Hillsbrecht, Assistant Professor of Political Science, University of Nebraska-Lincoln, \$26 Oldfuther Hall, Lincoln, NE 68588, USA. Email: Childbrecht/28/unl.edu

- Compliance depends on domestic politics
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Are New Democracies Better Human Rights Compliers?

Sharanbir Grewal and Erik Voeten

Abstract Record schizologi finish that new demonstraces are more likely than existbled efferencies to substitude generation to statement allowing alternational basers again studied for the statement of the st

A growing literature asserts that new democracies are more likely than table democratic to make beling consuminates in intentational human rights institutions. Governments in new democracies may wish to "tock-in" reforms for future governments that could be less negorital of institutat glinks. Five democracies also have stronger incentives to credibly communicate to domostic and international audiences that they are sincered about human rights reform. These governments are therefore more willing to pay the sovereigny costs associated with delegating authority to exceed the contraction of the communication of the communication of the contraction of the communication of the

Are new democracies also more likely to implement the judgments of international human rights courts? The theoretical arguments imply as much. If a government truly intends to lock in rights improvements, then it ought to implement international court

The univers would like to basic Karen Atze, Liebeth Hooghe, Youtan Luye, Gay Marks, Mithael Zarn, and two anasymous reviewers for helpful comments. An earlier vensive swa persented at the 3013 Cenference on European Stadies (Ammerdam) and the 3013 nexual Political Science Association morting. This remarks was supported in part by the Lisa J. Raisen Research Fellowship and the Carrell Fellows Intainty.

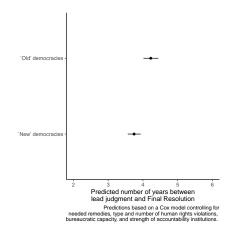
Live samples, Metrovick 2014.

See, for example, Prevehouse 2002; Mansfield and Pevehouse 2006; Simmons and Danner 2010;
 Risse, Ropp, and Sikkink 1999, 8-9; Guzman 2008; and Elsig, Milewicz, and Stirchler 2011.

International Organization 69, Spring 2015, pp. 497-518 © The IO Foundation, 2015

doi:10.1017/S0020818314000435

- Compliance depends on domestic politics
- Country-level differences help identify general dynamics:
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- Case-level factors can influence how domestic politics unfold
 - Clarity concerning needed measures
 - Societal awareness of compliance performance (no systematic research in the ECtHR context)

British Journal of Political Science (2019), page 1 of 9

British Journal of Political Science

LETTI

Directing Compliance? Remedial Approach and Compliance with European Court of Human Rights Judgments

Øyvind Stiansen* (5)
PlutCourts, University of Odo

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(Received 11 February 2018; revised 24 April 2019; accepted 21 May 2019)

Keywords: European Court of Human Rights; judicial politics; compliance; human rights; courts; judicialization; implementation; law and politics

Indicate power is often limited by count's relance on other active to implement their rulings (Carmbos and Galle 2015; Carmbos, and Galle and Hankal 2008; Hall 2016; Davis 2015; Kapisacevaka and Taylor 2013; Rosenberg 2010; Vanderg 2010; Vanderg 2010; To promote commerce and the contract of the contract of 2015; To produce the c

Il mestigite isalgat sidiliy to promote compliance in the context of the European Gourt of Human Rights (EGRID, Despite being condered the most effective Human rights regime in the world (Stone Sweet and Keller 2008), the EORH faces significant compliance problems (Hellerchez 2014), While the EORH radiationally been the description of remedies to respondent states, its compliance problems here motivated the Court to start spellings on necessary remotion in detected radjatement. Gelfer and Martia 2015, 80%. Sich entendial indications may enable pro-compliance actors to agar tensor (neeffully that specific remotion are consensary and to certified) and not non-compliance brigging 1916. 1275. States and Valuelly.

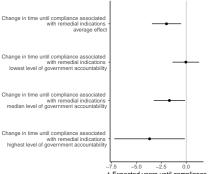
To investigate the efficacy of the EO/HR's new remedial approach, I employ an original dataset of EC/HR judgments and their implementation by respondent states. The dataset includes information concerning both (1) required remedies and other judgment characteristics and (2) the length and outcome of the compliance process. Using these data, I consider how remedial indications affect compliance by respondent states.

After conditioning on the factors that influence the ECHR's decision to indicate remedies, I find that judgments containing remedial indications are implemented faster than comparable judgments without such indications. Remedial indications are particularly helpful when the institutional context enables pre-compliance actors to hold governments accountable. These findings suggest that courts can succeed in promoting quicker compliance with their judgments.

¹The Appendix provides further details concerning the ECMR, its compliance problem and the shift in remedial

²More information about the dataset is available in the Appendix.

- Case-level factors can influence how domestic politics unfold
 - 1. Clarity concerning needed measures
 - 2. Societal awareness of compliance performance (no systematic research in the ECtHR context)



Δ Expected years until compliance

Predictions based on Cox models estimated after matching on needed remedies, type and number of human rights violations,

bureaucratic capacity, strength of accountability institutions, and democratic history

- Case-level factors can influence how domestic politics unfold
 - Clarity concerning needed measures
 - Societal awareness of compliance performance (no systematic research in the ECtHR context)

International Studios Operately (2019) 63, 477-491

Rational Remedies: The Role of Opinion Clarity in the Inter-American Human Rights System

JEFFELY K. STATON

Jeffley K. Staton is Professor of Publical Science at Emory University

AND

Alexia Romen is Ethics and Compliance Investigations Counsel at Google

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The study of Latin American politics is the study of judicialized politics. Judges across the region routinely shape islamires, and bureaucracies dominated (e.g., Wilson 2009; roa 2016; Sieder, Schjolden, and Angell 2016). The study of Latin American politics is also the study of transnational and international politics. Most obviously, the protection of human rights in Latin American political systems is regulated by overlapping, often-complementary, domestic and international legal obligations, interpreted by indees at both the domestic and international levels. and promoted by international advocacy networks (e.g., Sikkink 2005; Brewer-Carias 2009; Humoeus 2011; Binder 2011; Dulitzky 2015). For these reasons, studies of human rights in Latin America often illuminate the complex ways in which policy is produced in a system that is neither fully international nor fully domestic. Yet studies of human rights in transcend the international and domestic levels, as well as the complications that naturally follow from the intercon-

nectodness of a transmional legal sween.
One of these features is that course empowered to review a start's policies for consistency with their legal obliganeous are tasted with two interestant obligates. They craft rules that detail how to evaluate policies in light of a substitution of this shollagions, course often commert remodes in the form of direct orders to state explaining how to bring their policies in line with the obligation. Both of three tasks, especially the remedial ands, require the resolution of Jadore Safe War stall line of that Both Park Safe Safe with the policy and the start of the start of the safe Jadore Safe War stall line of this Both Park Safe Jadore Safe War stall line of this Both Park Safe Jadore Safe War stall line of this Both Park Safe Jadore Safe War stall line of this Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of this Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line of the Both Park Safe Jadore Safe War stall line line stall line Jadore Safe Jadore Safe War stall line line stall line stall line line stall line line stall line stall line line stall line

Asslers' Note: We would like to shank Kurm Alee, Tom Clark, Michael Coppolige, Yama Gaurt, Emilie Halber-Branon, Laurence Heller, Counsep Hille brechs, Artsandra Hansewa, Diana Espiarawski, Olof Lamon, Yosanan Lupa Dueich Narins, Emilie Newell, Emily Fizer, Eric Veness, and Georgy Valence valuable feedback on shin article. We also wish so acknowledge the special encourgements and asslessmen that we recrebed from Will Moore over many years and many paren and management of the property of the Will Moore over many years and a "means-ends" problem. A judge may know what outcome she desires, but she may be uncertain about how to ensure that this outcome is realized, Importantly, although common concepts of the rule of law value legal clarity,1 judges do not always clearly express how they expect states to rem edy their violations (Schlag 1985; Lax 2012). Deadlines for policy change are set indefinitely; general activities are ordered, as in "investigate this crime" or "build this program, but the details of how precisely to do this are left largely to the state's imprination. The flexibility with which orders can be expressed in natural language offers judges a measure of control over the process linking legal obligations and legal orders to policy outcomes. Vagueness can be used to provide state officials with a measure of discretion, allowing them freedom to use local knowledge about particular processes and actors to reach outcomes that judges desire but would struggle to produce absent better information. Yet, outright defiance (Spriggs 1997), this ability to manage the means-ends problem through vagueness invites a tradeoff. Informational gains must be traded off against increasing

chances of soncompliance.

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¹ See discussions in Rodriguer, McCubbirs, and Weingue (2000) and Waldren (2002).

States, Jelley K., and Abrila Romeso. (2019) Rational Eramedee: The Role of Opinion (Laday in the Inter-American Human Eights Spense, International Stadios Quarted, data 33.1983 (eg. 1940).

The Analysis (1987), Published by Onlind University Press on behalf of the International Stadios Association.

- Case-level factors can influence how domestic politics unfold
 - Clarity concerning needed measures
 - Societal awareness of compliance performance (no systematic research in the ECtHR context)

The Costa Rican Supreme Court's Compliance Monitoring System

Varun Gauri, World Bank Jeffrey K. Staton, Emory University Jorge Vargas Cullell, Programa Estado de la Nación

In the summer of 2000, the Constituted Casasher of the Superses Court of Code Rick began monitoring compliance with in direct orders in such grains and halous express come. Note coret amounted most primarile from its subject at a charge of the contract o

core element of the rule of law is that courts should be capable of remedying violations of legal obligations (Rax 1997, 218). To do so, relevant parties must comply with direct judicial orders. Judges themselves value compliance (e.g., Huneeus 2010; Widner 2001) in part because compliance is a key component of judicial power (Cameron 2002). Important factors that promote powerful courts rest largely beyond judicial control. Most obviously, judges are unlikely to have an immediate and strong influence on the degree to which political power is fragmented (Chivez, Ferejohn, and Weingast 2011; Rios-Figueroa 2007) or on the drafting of formal rules that insulate themselves from external pressure (Pozzs-Lovo and Rios-Figueroa 2010). But some factors may be subject to judicial influence. Compliance, and judicial power more generally, depends on public support, which in turn is related to the transparency of the conflicts courts resolve because without at least the possibility

of informing people about noncompliance, public support does not matter (Vanberg 2005; Yadav and Mukherjee 2014); and transparency is something that judges can influence. In Iune 2009, we began a discussion with the Constitu-

tional Chamber of the Supreme Count of Costa Bias (obligation), the "Sale Costant" or "Sale IV") contempts potential experimental sessorth designs aimed at understanding best their comparison reports instead of conducting operimental research, however, the Sala IV built in som system for monitoring compliance with all direct often to public officials in its ampare and habetes corpus jurisdictions. In the conduction of the

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achir data recordispi). An estine appendix containing supplemental malquas in realishe at http://dx.dxic.org/10.3866/81300 and will also be made available at www.combridge.org/qis/.

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Using Compliance Research to Improve the Execution of Judgments

- Compliance depends on capacity, political will, and accountability politics
- Assisting respondent states in identifying and implementing remedies is likely to be important, but not sufficient
- ► Enabling third parties to monitor the implementation process facilitates prompt compliance
 - Further developing HUDOC-Exec and similar tools may help increase clarity concerning required measures and awareness about compliance performance