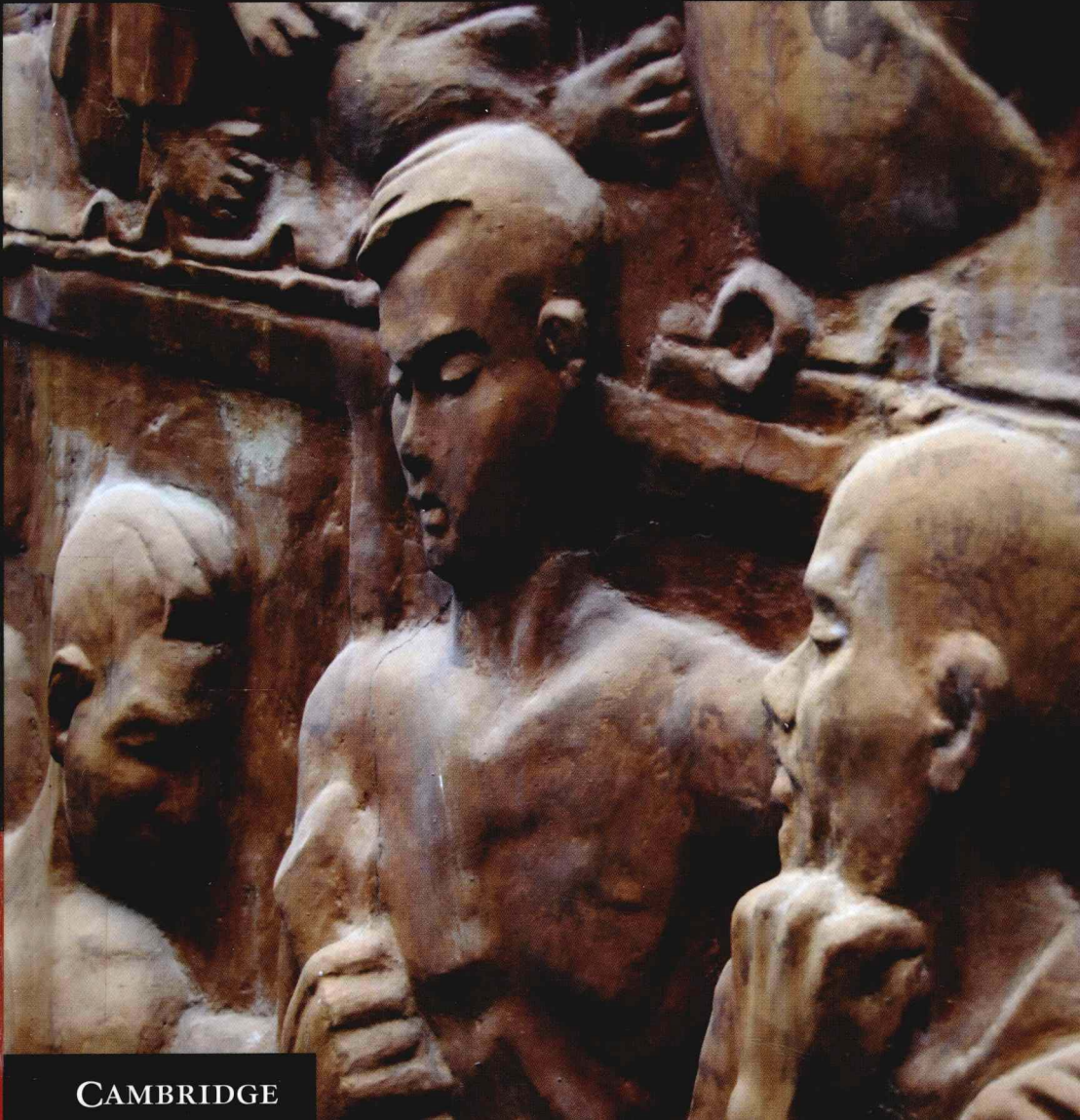


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STUDIES IN
INTERNATIONAL
AND
COMPARATIVE
LAW

Reparations and Victim Support in the International Criminal Court



CAMBRIDGE

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CAMBRIDGE
UNIVERSITY PRESS

CAMBRIDGE UNIVERSITY PRESS
Cambridge, New York, Melbourne, Madrid, Cape Town,
Singapore, São Paulo, Delhi, Mexico City

Cambridge University Press
The Edinburgh Building, Cambridge CB2 8RU, UK

Published in the United States of America by Cambridge University Press, New York

www.cambridge.org
Information on this title: www.cambridge.org/9781107013872

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First published 2012

Printed in the United Kingdom at the University Press, Cambridge

A catalogue record for this publication is available from the British Library

Library of Congress Cataloging in Publication data

McCarthy, Conor.

Reparations and victim support in the International Criminal Court /
Conor McCarthy.

p. cm. – (Cambridge studies in international and comparative law)

Includes bibliographical references and index.

ISBN 978-1-107-01387-2 (hardback)

1. Reparation (Criminal justice) 2. International Criminal Court. 3. Victims of
crimes—Legal status, laws, etc. 4. Rome Statute of the International Criminal Court
(1998) 5. Reparation (Criminal justice)—Philosophy. I. Title.

KZ7464.M38 2012

341.6'6—dc23

2011052107

ISBN 978-1-107-01387-2 Hardback

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To my parents

Foreword

The field of post-conflict reparation is one that is now increasingly populated with a wide assortment of different institutions, processes and regimes ranging from human rights courts and supervisory mechanisms to ad hoc claims commissions, not to mention a multitude of reparations arrangements often, though by no means always, established at the national level in the aftermath of protracted periods of civil war or repression.

Into this heterogeneous patchwork of institutions, mechanisms and procedures the International Criminal Court's regime of redress has been interposed. The Court's regime of victim redress – encompassing both a system of Court-ordered reparations and a broader system of redress sponsored by the ICC's Trust Fund for Victims – was a somewhat controversial addition to the Statute of the International Criminal Court. While some delegations, for instance the French, were strongly supportive from a relatively early stage,¹ others were cautious or even sceptical. This caution was reflected in the International Law Commission's own Draft Statute for an International Criminal Court, which served as a precursor for negotiations leading to the Rome Statute and which made rather modest proposals on this subject.²

The Rome Statute, in this as in other respects, went considerably further. Yet nearly fifteen years on from the Rome Conference, much

¹ See e.g. Articles 130(3), 92(4) and 153, Working Paper of France, Draft Statute for an International Criminal Court, 6 August 1996, A/AC.249/L.3. See further Proposal of France, Article 45 *bis*, 5 December 1997, A/AC.249/1997/WG.4/DP.3.

² See Article 47(3), Draft Statute for an International Criminal Court, in Vol. II, Part Two, *Yearbook of the International Law Commission* 1994, A/CN.4/SER.A/1994/Add.1, p. 60 (providing for the possibility of fines against perpetrators and for the establishment of a trust fund for victims of crimes within the jurisdiction of the Court).

uncertainty surrounds the new regime. There is uncertainty as to the role that it can play alongside the many others that exist at both the national and international levels. Perhaps more fundamentally, there is uncertainty as to whether the framework of international criminal law is an appropriate context within which the harm caused by the excesses of war or large-scale violence can or should be addressed.

It is too early as yet to offer definitive responses to these fundamental questions, not least because of the ICC's limited practice to date on matters of reparations. But it is perhaps now, when the development of practice is at its infancy, that the exploration of the uncertainties surrounding the regime, its role and purpose, is most valuable.

Conor McCarthy's study of the International Criminal Court's regime of reparations and victim support provides a timely and thoughtful study of these important issues. Care is taken by the author to place the ICC's regime within its proper context, both historical and current. Drawing on a rich body of comparative practice, the study provides a comprehensive and measured analysis of the ICC's regime of redress, using the comparative material to provide a critical analysis of its possibilities and limitations. In so doing, it considers some controversial areas including: the concept of 'harm'; the victims who may benefit from reparations and how this may be determined; the form reparations principles may take in the specific context of international criminal law; and the relationship between the Court and national systems in the implementation and enforcement of reparations decisions.

The work is not, however, confined to issues pertaining to the Rome Statute's regime itself. The study also addresses broader questions to which the creation of the regime gives rise. A thoughtful analysis is offered as to the potential role of the ICC's system of redress alongside cognate regimes at the national and international levels, offering a careful and balanced analysis of whether the ICC has a distinct and beneficial contribution to make within this wider context. More generally, the study offers a sustained engagement with the question of whether international criminal law, and specifically the system created by the Rome Statute, is an appropriate context within which to deal with the egregious excesses of armed conflict and other forms of large-scale violence falling within the jurisdiction of the Court.

It remains to be seen whether, in the end, the ICC's system of reparations and victim support will provide an effective means of remedying some of these effects or whether the challenges the Court faces in this area – of which there are many – will prove too great a burden for

resolution through legal processes established in the context of international criminal law. Whatever the answer to these questions, the present study represents a significant and timely contribution to this debate.

James Crawford
Whewell Professor of International Law
University of Cambridge
1 August 2011

Acknowledgements

The initial inspiration for this book emerged during the period I spent in Rwanda and Sierra Leone. In the course of my time in those countries part of my work involved travelling to towns and villages and interviewing or speaking with victims and witnesses about their experiences and past events. The situation of impoverishment in which most victims lived, not to mention the severely debilitating injuries many had endured, were often immediately apparent. Equally apparent, however, was the fact that, despite the huge sums of money poured into international tribunals to enable the prosecution and punishment of a relatively small group of individuals, many victims had limited or no understanding of the work of such institutions let alone a sense of having received anything tangible from their work. Instead, in countries blighted by poverty and weak infrastructure, many victims were simply left to fend for themselves or rely on their family, friends and neighbours to cope with their injuries and re-establish their lives.

This present book is, at least in part, inspired by this experience. In substance it is based on my doctoral thesis completed at the University of Cambridge, under the supervision of Dr Roger O'Keefe. In the course of my PhD research there are many people who have provided support, assistance, advice and friendship without whom the experience of preparing this body of research would have been a much less fulfilling and more arduous one. I have benefited immensely from the vibrant international law research community at the Lauterpacht Centre and, in particular, from discussions with its fellows and residents. The community of researchers both at the Law Faculty, Jesus College and elsewhere at Cambridge University has also provided a tremendously supportive environment in which to undertake academic research and this is something which I have valued greatly.

Many members of the Law Faculty have also been very helpful both in the development of my own research and more generally. In particular, I thank James Crawford, Guglielmo Verdirame, Zachary Douglas and Christine Gray. Special mention must be made of my thesis supervisor, Dr Roger O'Keefe, whose encouragement and support have benefited this work considerably. The thoroughness and care with which he commented on and critiqued my work were invaluable, and I am very much indebted to him for this. I am also very grateful to the many friends who have provided encouragement and support throughout my PhD. I am particularly indebted to Kate Parlett, Stephen Moore, Nick Godfrey, Christopher Thomas, Lee Schab, Patrick Wade, Michael Kelly, David Koller and Megan Hirst.

My thanks go also to my thesis examiners, Professor James Crawford SC and Professor Christian Tomuschat, who provided much encouragement for the present book and whose reports and assistance have been of great help in its preparation. Their guidance has been all the more valuable on account of their roles in the negotiations leading to the establishment of the International Criminal Court, in particular through their work on the International Law Commission at the time it addressed the question of the establishment of a permanent international criminal court. I am very grateful for their advice and guidance.

In the final stages of preparing this work I have been fortunate to be appointed to a visiting research fellowship at the British Institute of International and Comparative Law (BIICL). The staff at BIICL have made me feel enormously welcome. Not only has the fellowship afforded me facilities and space in which I could take this work forward but the research community at BIICL also provided much-needed encouragement and support in the final stages of this project's completion. This research was also facilitated by the UK's Arts and Humanities Research Council and I would like to gratefully acknowledge its financial support, which has funded my studies at both masters and doctoral levels. Without the Council's support this project would not have been possible.

In developing my ideas and research agenda, several members of staff at the International Criminal Court and other international criminal tribunals, including Enrique Carnero Rojo, Gilbert Bitti, Morten Bergsmo, Fiona McKay, David Koller, Caroline Wojtylak, Megan Hirst, Sevtlанда Pouplard and Nicole Lewis, have given me their time (in a non-official capacity) together with information and practical assistance. I

am grateful to them all. In addition, in interpreting various provisions of the Rome Statute and various related instruments it was, at times, useful to make reference to the equally authentic Chinese, Arabic, French, Spanish and Russian texts into which these instruments have been rendered. I wish to express my gratitude to Ekaterina Shutova (Russian), Sun Chenguang (Chinese) and Samir Mahmoud (Arabic) where their linguistic abilities have compensated for my lack thereof. Except where otherwise stated, I have provided the translations of French and Spanish texts.

Mention must also be made of the editorial team at Cambridge University Press and, in particular, Finola O'Sullivan and Nienke van Schaverbeke for their assistance in bringing this book to publication. I am also grateful to the anonymous reviewers of this work for the thoroughness of their work, their comments and support.

The cover image is of a relief sculpture serving as a memorial for prisoners of war in the Hỏa Lò Prison, Hanoi, Vietnam.

Finally, my family have been immensely supportive throughout this whole process and it is they to whom I owe the greatest debt. Emma, Nick and Anna have all provided encouragement and help along the way. I am especially grateful to my parents, Nora and Harry, who unstintingly encouraged me to pursue my interests and who never failed to support my educational ambitions in any way they could. This book is dedicated to them.

Table of cases

Awards and Decisions of Arbitral Tribunals and Claims Commissions

- Administrative Decision No. II (United States v. Germany)* 7 RIAA 23 22
Administrative Decision No. VII (United States v. Germany) 7 RIAA 203 101
Affaire des Biens Britannique au Maroc Espagnol (Grande Bretagne v. Espagne)
2 RIAA 615 153
Alabama Claims Arbitration in J. B. Moore's *History and Digest of the
International Arbitrations to which the United States Has Been a Party*,
Vol. I, p. 645 153
American Electric Co. (United States v. Venezuela) 9 RIAA 145 102
American International Group Inc. v. Iran 4 Iran-USCTR 96 (1983) 166
Bond Coleman (United States v. Mexico) 4 RIAA 364 23
Carthage and Manouba cases (France v. Italy), Permanent Court of
Arbitration, 11 RIAA 457 81
Connelly (United States v. Mexico) 4 RIAA 117 107
Chevreau (France v. Royaume Uni) 2 RIAA 1113 110
Decision 1, 2 August 1991, UNCC Governing Council, S/
AC.26/1991/1 106, 107, 109, 113
Decision 2, 2 August 1991, UNCC Governing Council, S/
AC.26/1991/2 25
Decision 3, 23 October 1991, UNCC Governing Council, S/
AC.26/1991/3 22, 113, 114, 115, 118, 237
Decision 7, 27 July 2007, Eritrea-Ethiopia Claims Commission,
available at www.pca-cpa.org/showpage.asp?pag_id=1151 149
Decision No. 8, 27 July 2007, Eritrea-Ethiopia Claims Commission,
available at www.pca-cpa.org/showpage.asp?pag_id=1151 347
Decision 8, 27 January 1992, UNCC Governing Council, S/
AC.26/1992/8 115, 169

- Decision 9, 6 March 1992, UNCC Governing Council, S/AC.26/1992/9 106
- Decision 10, 26 June 1992, UNCC Governing Council, S/AC.26/1992/10 22
- Decision 18, 23 March 1994, UNCC Governing Council, S/AC.26/Dec. 18 (1998) 281282
- Decision 46, 2 February 1998, UNCC Governing Council, S/AC.26/Dec.46 (1998) 269
- Decision 48, 2 February 1998, UNCC Governing Council, S/AC.26/Dec.48 (1998) 282
- De Lemos (Great Britain v. Venezuela)* 9 RIAA 368 23
- Di Caro (Italy v. Venezuela)* 10 RIAA 597 107, 116, 117, 120
- Dispute concerning responsibility for the deaths of Letelier and Moffitt (United States v. Chile)* 25 RIAA 3 109, 111, 113, 120, 165
- Dix (United States v. Venezuela)* 9 RIAA 119 151
- Faulkner (United States v. Mexico)* 4 RIAA 67 123
- Final Award, Eritrea's Damages Claims, 17 August 2009, Eritrea-Ethiopia Claims Commission, available at www.pca-cpa.org/showpage.asp?pag_id=1151 105, 124, 149, 172, 340, 341
- Forests of Central Rhodope (Greece v. Bulgaria)* 3 RIAA 1405 161
- Gage (United States v. Venezuela)* 9 RIAA 226 151
- Henry Groves and Joseph Groves (United States v. Germany)* 7 RIAA 257 108
- Irene Roberts (United States v. Venezuela)* 9 RIAA 204 110
- Kellet in J. B. Moore's History and Digest of the International Arbitrations to which the United States Has Been a Party*, Vol. V, (1898), p. 43 153
- Laura M. B. Janes et al. (United States v. Mexico)* 4 RIAA 82 99
- Leslie Crabtree (United States v. Germany)* 8 RIAA 32 23
- Lusitania Cases (United States v. Germany)* 7 RIAA 32 80, 106, 107, 108, 110, 111, 114, 116, 117, 165
- Mary Ann Turner (United States v. Mexico)* 4 RIAA 278 123
- May (United States v. Guatemala)* 15 RIAA 47 116
- Naulilaa (Portugal v. Germany)* 2 RIAA 1011 151
- Rainbow Warrior I (New Zealand v. France)* 19 RIAA 198 163
- Rainbow Warrior II (New Zealand v. France)* 20 RIAA 217 175, 181
- Recommendations Made by the Panel Of Commissioners Concerning Individual Claims for Serious Personal Injury or Death (Category 'B' Claims)*, 26 May 1994, UNCC, S/AC.26/1994/1 111, 113, 117, 154, 272, 273
- Report and Recommendations Made by the Panel of Commissioners Concerning Part One of the Second Instalment of Claims for Serious Personal Injury or Death (Category 'B' Claims)*, 15 December 1994, UNCC, S/AC.26/1994/4 111, 115

- Report and Recommendations of the Panel of Commissioners Concerning Part 1 of the Individual Claims for Damages Above US\$100,000 (Category 'D' Claims)*, 2 October 1998, UNCC, S/AC.26/1998/11 107
- Report and Recommendations of the Panel of Commissioners Concerning the Egyptian Workers Claims (Jurisdiction)*, 12 October 1995, UNCC, S/AC.26/1995/R.20/Rev. 1 154
- Report and Recommendations Made by the Panel of Commissioners Concerning the First Instalment of Claims for Departure from Iraq or Kuwait (Category 'A' Claims)*, 21 October 1994, UNCC, S/AC.26/1994/2 271
- Report and Recommendations Made by the Panel of Commissioners Concerning the First Instalment of 'F3' Claims*, 9 December 1999, UNCC, S/AC.26/1999/24 155
- Report and Recommendations Made by the Panel of Commissioners Concerning the First Instalment of Individual Claims for Damages up to US\$100,000 (Category 'C' Claims)*, 21 December 1994, UNCC, S/AC.26/1994/3 107, 115, 118, 149, 154, 169, 274
- Report and Recommendations Made by the Panel of Commissioners concerning the Fourth Instalment of Claims for Departure from Iraq or Kuwait (Category 'A' Claims)*, 12 October 1995, UNCC, S/AC.26/1995/4 266
- Robert John Lynch (Great Britain v. Mexico)* 5 RIAA 169 23
- Shufeldt Claim (United States v. Guatemala)* 2 RIAA 1061 101
- S.S. 'I'm Alone' (Canada v. United States)* 3 RIAA 1609 181
- Starrett Housing Corp. v. Iran* 16 Iran-USCTR 112 210
- Trail Smelter Arbitration (United States v. Canada)* 3 RIAA 1905 138, 153
- Vercelli (Italy v. Peru)* 15 RIAA 406 102
- War-Risk Insurance Premium Claims (United States v. Germany)* 7 RIAA 44 151
- William Hardman (Great Britain v. United States)* 7 RIAA 25 23
- William McNeil (Great Britain v. Mexico)* 5 RIAA 164 113, 114
- Williamson and Others (United States v. Germany)* 7 RIAA 256 108

Committee Against Torture

- Guridi v. Spain*, CAT Communication No. 212/2002 171

European Court of Human Rights

- AGOSI v. United Kingdom*, Merits, 24 October 1986, 9 EHRR 1 208
- Ahmet Özkan and Others v. Turkey*, Merits, 6 April 2004, ECtHR, unreported, Application No. 21689/93 119

- Akdeniz and Others v. Turkey*, Merits, 31 May 2001, 12 *Human Rights Case Digest* 345 (2001) 108, 166, 167
- Akdeniz v. Turkey*, Merits, 31 May 2005, ECtHR, unreported, Application No. 25165/94 164
- Akdivar and Others v. Turkey*, Just Satisfaction, Grand Chamber, 1 April 1998, unreported, Application No. 21893/93 15, 16, 81, 103
- Aksoy v. Turkey*, Merits, 26 November 1996, 23 EHRR 553 109, 167
- Aktas v. Turkey*, Merits, 24 April 2003, 38 EHRR 18 107
- Allenet de Ribemont v. France*, Merits, 10 February 1995, 20 EHRR 557 109
- Al-Saadoon and Mufdhi v. United Kingdom*, Merits, 2 March 2010, ECtHR, unreported, Application No. 61498/08 347
- Assanidze v. Georgia*, Merits, Grand Chamber, 8 April 2004, 39 EHRR 32 15, 347
- Ayder and Others v. Turkey*, Merits, 8 January 2004, ECtHR, unreported, Application No. 23656/94 103
- Aydin v. Turkey*, Merits, Grand Chamber, 25 September 1997, 25 EHRR 251 15, 116
- Balan v. Moldova*, Merits, 29 January 2008, ECtHR, unreported, Application No. 31107/96 102
- Baysayeva v. Russia*, Merits, 5 April 2007, ECtHR, unreported, Application No. 74237/01 119
- Benham v. United Kingdom*, Merits, Grand Chamber, 24 May 1996, 22 EHRR 293 175
- Bilgin v. Turkey*, Merits, 16 November 2000, 36 EHRR 879 104
- Butler v. United Kingdom*, Admissibility, 27 June 2002, unreported, Application No. 41661/78 207
- Campbell Cosans v. United Kingdom*, Just Satisfaction, 22 March 1983, 13 EHRR 441 109, 121
- Çakıcı v. Turkey*, Merits, Grand Chamber, 8 July 1999, 31 EHRR 133 107, 111, 153, 167
- Comingersoll S.A. v. Portugal*, Merits, Grand Chamber, 6 April 2000, 31 EHRR 772 99
- Devenney v. United Kingdom*, Merits, 19 March 2002, 35 EHRR 24 116
- Dulaş v. Turkey*, Merits, Grand Chamber, 30 January 2001, ECtHR, unreported, Application No. 25801/94 104
- Ezeh and Connors v. United Kingdom*, Merits, Grand Chamber, 9 October 2003, 39 EHRR 1 109
- Grayson and Barnham v. United Kingdom*, Merits, 23 September 2008, ECtHR, unreported, Application Nos. 19955/05 and 15085/06 208, 220, 221, 222

- Gül v. Turkey*, Merits, 14 December 2000, 34 EHRR 719 107
- Iatridis v. Greece*, Merits, Grand Chamber, 25 March 1999, 30 EHRR 97 102
- Iatridis v. Greece*, Just Satisfaction, Grand Chamber, 19 October 2000, unreported, Application No. 31107/96 15
- İkincisoğlu v. Turkey*, Merits, 27 July 2004, unreported, Application No. 26144/95 81
- İlhan v. Turkey*, Merits, 27 June 2000, 34 EHRR 36 106
- Isayeva, Yusupova and Bazayeva v. Russia*, Merits, 24 February 2005, 41 EHRR 35 166
- Kalogeropoulou and Others v. Greece and Germany*, Admissibility, 12 December 2002, unreported, Application No. 59021/00 21
- Kaya v. Turkey*, Merits, 19 February 1998, 28 EHRR 1 179
- Keenan v. United Kingdom*, Merits, 3 April 2001, 33 EHRR 38 168
- Kelly and Others v. United Kingdom*, Merits, 4 May 2001, 37 EHRR 52 15, 176
- Khamidov v. Russia*, Merits, 15 November 2007, unreported, Application No. 72118/01 168
- Khatsiyeva and Others v. Russia*, Merits, 17 January 2008, unreported, Application No. 5108/02 16
- Kurt v. Turkey*, Merits, 25 May 1998, 27 EHRR 373 111, 179
- Loizidou v. Turkey*, Merits, Grand Chamber, 18 December 1996, 23 EHRR 513 104
- Loizidou v. Turkey*, Just Satisfaction, 27 July 1998, 26 EHRR CD5 109
- Lopez Ostra v. Spain*, Merits, 9 December 1994, 20 EHRR 227 116
- Lustig-Prean v. United Kingdom*, Just Satisfaction, 27 September 1999, 31 EHRR 23 81
- McCann v. United Kingdom*, Merits, Grand Chamber, 5 September 1995, 21 EHRR 97 15, 84, 168, 175, 176
- McShane v. United Kingdom*, Merits, 28 May 2002, 35 EHRR 593
- Markovic and Others v. Italy*, Grand Chamber, 14 December 2006, 44 EHRR 52 20
- Menteş and Others v. Turkey*, Just Satisfaction, Grand Chamber, 24 July 1998, unreported, Application Nos. 58/1996/677/867 167
- Mikheyev v. Russia*, Merits, 26 January 2006, ECtHR, unreported, Application No. 77617/01 119
- Okay and Others v. Turkey*, Merits, 12 July 2005, 12 *Human Rights Cases Digest* 143 116
- Öneryıldız v. Turkey*, Merits, Grand Chamber, 30 November 2004, 41 EHRR 20 119
- Öztürk v. Turkey*, Merits, 21 February 1984, 6 EHRR 409 207

- Papamichalopoulos and Others v. Greece*, Just Satisfaction, 31 October 1995, 21 EHRR 439 82, 104, 166
- Paul and Audrey Edwards v. United Kingdom*, Merits, 14 March 2002, 35 EHRR 487 97, 116
- Phillips v. United Kingdom*, Merits, 5 July 2001, ECtHR, unreported, Application No. 41087/98. 207, 220, 221, 222
- Price v. United Kingdom*, Merits, 10 July 2001, 34 EHRR 1285 168
- Salabiaku v. France*, Merits, 7 October 1988, 13 EHRR 379 222
- Salman v. Turkey*, Merits, Grand Chamber, 27 June 2000, 34 EHRR 17 111
- Selçuk and Asker v. Turkey*, Merits, 24 April 1998, 26 EHRR 477 103
- Selmouni v. France*, Merits, Grand Chamber, 28 July 1999, 29 EHRR 403 97, 116
- Smith and Grady v. United Kingdom*, Just Satisfaction, 25 July 2000, 31 EHRR 24 109
- Tanrikulu v. Turkey*, Merits, Grand Chamber, 8 July 1999, 30 EHRR 950 15
- Taş v. Turkey*, Merits, 14 November 2000, 33 EHRR 15 179
- Thlimmenos v. Greece*, Merits, Grand Chamber, 6 April 2000, 31 EHRR 411 121, 122
- Toteva v. Bulgaria*, Merits, 19 May 2004, ECtHR, unreported, Application No. 42027/98 116
- T.P. and K.M. v. United Kingdom*, Merits, Grand Chamber, 10 May 2001, 34 EHRR 42 15, 120
- Tsirlis and Kouloumpas v. Greece*, Merits, 29 May 1997, 25 EHRR 198 123
- Van Offeren v. Netherlands*, Admissibility, 5 July 2005, ECtHR, unreported, Application No. 19581/04 222
- Varnava and Others v. Turkey*, Merits, Grand Chamber, 18 September 2009, unreported, Application No. 16064/90 16
- Vozár v. Slovakia*, Merits, 14 November 2006, ECtHR, unreported, Application No. 54826/00 120
- W. v. United Kingdom*, Just Satisfaction, 9 June 1988, 13 EHRR 453 120
- Welch v. United Kingdom*, Merits, 9 February 1985, 20 EHRR 247 208
- Whitfield and Others v. United Kingdom*, Merits, 12 April 2005, 41 EHRR 44 109
- X. v. United Kingdom*, Just Satisfaction, 18 October 1982, 5 EHRR 192 111
- Z. v. United Kingdom*, Merits, Grand Chamber, 10 May 2001, 34 EHRR 97 109, 114, 116, 153, 164

Zlínasat spol. s.r.o. v. Bulgaria, Just Satisfaction, 10 January 2008, ECtHR, unreported, Application No. 57785/00 106

Human Rights Committee

- Ashurov v. Tajikistan*, 20 March 2007, HRC Communication No. 1348/2005 100
- Barbato v. Uruguay*, 21 October 1982, HRC Communication No. 84/1981 100
- Khalilova v. Tajikistan*, 30 March 2005, HRC Communication No. 973/2001 178, 307
- Lantsova v. Russia*, 26 March 2002, HRC Communication No. 763/1997 14
- Laptsevich v. Belarus*, 20 March 2000, HRC Communication No. 780/1997 100
- Miango v. Democratic Republic of the Congo*, 27 October 1987, HRC Communication No. 194/1985 178
- Moraël v. France*, 28 July 1989, HRC Communication No. 207/1986 207
- Ominayak v. Canada*, 26 March 1990, HRC Communication No. 167/1984 124, 125
- Quinteros v. Uruguay*, 21 July 1983, HRC Communication No. 107/1981 178
- Rodríguez v. Uruguay*, 19 July 1994, HRC Communication No. 322/1988 100, 114
- Ruiz Agudo v. Spain*, 31 October 2002, HRC Communication No. 864/1999 222
- Sultanova et al. v. Uzbekistan*, 20 March 2006, HRC Communication No. 915/2000 178, 307
- Wilson v. Philippines*, 11 November 2003, HRC Communication No. 868/1999 167
- Yoon and Choi v. Republic of Korea*, 30 November 2006, HRC Communication No. 1321/2004 100

General Comments

- Human Rights Committee, General Comment No. 31, 26 May 2004, CCPR/C/21/Rev.1/Add.13 14, 100, 182, 216
- Human Rights Committee, General Comment No. 32, 23 August 2007, CCPR/C/GC/32 292