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Meeting: 1569th meeting (September 2026) (DH)

Communication from NGOs (Georgian Young Lawyers Association (GYLA) and European Human Rights Advocacy Centre (EHRAC)) (03/08/2026) in the case of Georgia v. Russia (I) (Application No. 13255/07).

Information made available under Rule 9.2 of the Rules of the Committee of Ministers for the supervision of the execution of judgments and of the terms of friendly settlements.

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Réunion : 1569e réunion (septembre 2026) (DH)

Communication d'ONG (Georgian Young Lawyers Association (GYLA) and European Human Rights Advocacy Centre (EHRAC)) (03/08/2026) dans l'affaire Géorgie c. Russie (I) (Requête n° 13255/07)
[anglais uniquement]

Informations mises à disposition en vertu de la Règle 9.2 des Règles du Comité des Ministres pour la surveillance de l'exécution des arrêts et des termes des règlements amiables.

DH-DD(2026)1014: Rule 9.2 Communication from NGOs in Georgia v. Russia (I).
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Rule 9 (2) submission to the Committee of Ministers of the Council of Europe concerning the implementation of *Georgia v. Russia (I) Case (Application no.13255/07) for the CM-DH meeting 1569th (15-17 September 2026)*

by the Georgian Young Lawyers Association and the European Human Rights Advocacy Centre

I. Introduction

1. This joint communication, submitted under Rule 9.2 of the Rules of the Committee of Ministers, is presented by the civil society organisations the Georgian Young Lawyers' Association (GYLA) and the European Human Rights Advocacy Centre (EHRAC) for the 1569th CM-DH meeting (15–17 September 2026). GYLA and EHRAC represented a number of victims of administrative practices identified by the Court in *Georgia v Russia (I)* in the proceedings before the Court.[1] The submission focuses on the issue of just satisfaction awards and Russia's continued failure to pay

[1] *Chokheli and Others v. Russia,* no. 16369/07, 20 December 2016; *Dzidzava v Russia,* no. 16363/07, 24 April 2017.

compensation to at least 1,500 victims in this case and makes proposals to the Committee of Ministers (CM) to address this systemic issue through 'collective enforcement' principle.

2. The *Georgia v. Russia (I)* case (Application no. 13255/07, 03/07/2014) concerns a coordinated state policy implemented by the Russian Federation between September 2006 and January 2007, involving the systematic arrest, detention, and expulsion of Georgian nationals from the Russian Federation. In the judgement the European Court of Human Rights found violations of multiple provisions of the European Convention on Human Rights, specifically: *Collective expulsion without individual examination (Article 4 of Protocol No. 4); Arbitrary detention and the absence of effective legal remedies (Articles 5 § 1 and 13); Inhuman and degrading detention conditions alongside a lack of effective remedy (Articles 3 and 13); Failure to cooperate with the Court's fact-finding process (Article 38).*

3. Within the just satisfaction judgment of 31 January 2019, the Grand Chamber mandated that Russia remit a principal amount of 10 000 000 EUR to the Georgian Government as compensation for non-pecuniary damage sustained by a group of at least 1,500 Georgian nationals as individual victims of the violations.[2] According to the Department for the Execution of Judgments' register of just satisfaction for the Russian Federation, the deadline for payment of just satisfaction in this case lapsed more than six years ago - on 30 April 2019[3]. To date, Russia remains unresponsive to correspondence from the Secretary General,[4] causing default interest to accrue on a daily basis. As of 29 July 2026, the total liability for this specific case is 13 576 739,73 EUR (comprising of the awarded sum by the Court - 10 000 000 EUR plus default interest accrued as of 29 July 2026 - 3 576 739,73 EUR).[5]

4. There is no prospect of the Russian Federation paying this outstanding debt to Georgia in the near future. Russia was expelled from the Council of Europe on 16 March 2022[6] and ceased to be a party to the Convention on 16 September 2022, six months after its expulsion. Since then, Russia stopped all its cooperation with the Court or the Committee of Ministers, despite the fact that it remains legally bound, under Article 58 of the Convention, to implement all Court judgments for violations occurring before that date.[7] This duty was further underscored by the 2023 Reykjavík Declaration during the 4th Summit of Heads of State and Government of the Council of Europe. The Declaration confirmed Russia's unconditional international legal obligation to enforce all final judgments concerning acts or omissions that took place before 16 September 2022.[8] Russia, however, passed

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[2] *Georgia v. Russia (I) (Just Satisfaction),* no. 13255/07, 31 January 2019, available at: https://hudoc.echr.coe.int/eng?i=001-189019 [28.07.2026].

[3] CoE, Register of just satisfaction concerning the Russian federation, available at: https://www.coe.int/en/web/execution/register#{%22265909585%22:[0]} [29.07.2026].

[4] Committee of Ministers, Georgia v.Russia (I), available at: https://hudoc.exec.coe.int/?i=004-14138 [30.07.2026].

[5] Ibid.

[6] CoE, The Russian Federation is excluded from the Council of Europe, 16 March 2022, available at: https://www.coe.int/en/web/portal/-/the-russian-federation-is-excluded-from-the-council-of-europe [28.07.2026].

[7] PACE, How to ensure that the Russian Federation implements the judgments of the European Court of Human Rights, including paying the compensation awarded, 19 November 2025, available at: https://rm.coe.int/committee-on-legal-affairs-and-human-rights-how-to-ensure-that-the-rus/488029adae [28.07.2026].

[8] Reykjavík Declaration, 16-7 May 2024, available at: https://rm.coe.int/4th-summit-of-heads-of-state-and-government-of-the-council-of-europe/1680ab40c1 [28.07.2026].

a law providing that just satisfaction awarded under the Court's judgments that became final on or before 15 March 2022 was payable only until 1 January 2023, only in Russian roubles, and only into Russian bank accounts. It is therefore clear that the Russian government does not intend to pay any outstanding awards, including in this case.

5. Besides *Georgia v Russia (I)*, Russia has an outstanding debt in two other inter-state cases initiated by Georgia, *Georgia v Russia (II)* and *Georgia v Russia (IV)*, which currently exceeds 425 million EUR, specifically 425 746 719.23 EUR, from all three cases jointly.[9] In total, more than 54 000 Georgian nationals are awaiting just satisfaction payments from Russia across all three interstate cases.[10] This debt to Georgia constitutes the biggest part of Russia's total debt of EUR 3.3 billion as of November 2025 stemming from all its pending 1,730 cases from the Court currently awaiting just satisfaction awards, listed in the Register.[11] This problem of non-payment by Russia will only deepen as just satisfaction judgments in interstate cases are forthcoming from the Court, such as in *Ukraine v Russia (re Crimea)* and *Ukraine and the Netherlands v Russia*, and thousands of individual applications relating to Russia's aggression in Ukraine.

6. This manifest disregard for the duty to comply with the Court's judgements, leaving thousands of victims from Russia and a number of CoE member states (such as Georgia, Moldova, Ukraine, the Netherlands) without any prospect of guaranteed reparation significantly compromises the Court's authority and the broader principles of justice. Consequently, the continued non-payment goes to the heart of the Council of Europe's credibility. This submission to the Committee of Ministers sets out some concrete proposals for the Committee and the Council of Europe to consider with the aim to secure, collectively, just satisfaction awards for victims in *Georgia v. Russia (I)* inter-state judgment, which should form a part of the Council's broader strategy to secure payments in all outstanding cases against Russia.

II. 'Collective enforcement' principle and proposed mechanisms for enforcing just satisfaction awards against Russia

7. The Committee has examined the case of *Georgia v Russia (I)* at least 20 times since 2016, however, to no avail, due to Russia's failure to comply and subsequent complete disengagement since 2022. As noted above, it is evident that Russia will not pay compensation to at least 1,500 victims in this case (or any other victims of Russia's violations in other outstanding cases). While recognising that just satisfaction would normally be paid in the respondent state's own initiative, we note that under these extraordinary circumstances, with no viable means left to make Russia

[9] CoE, Register of just satisfaction concerning the Russian federation, available at: https://www.coe.int/en/web/execution/register#{%22265909585%22:[0]} [29.07.2026].

[10] *Georgia v. Russia (I) (Just Satisfaction)*, no. 13255/07, 31 January 2019, available at: https://hudoc.echr.coe.int/eng?i=001-189019 [28.07.2026]. *Georgia v. Russia (II) (just satisfaction)*, no. 38263/08 , 28 April 2023 , available at: https://hudoc.echr.coe.int/eng?i=002-14058 [28.07.2026]. *Georgia v. Russia (IV) (just satisfaction)*, no. 39611/18, 14 October 2025, available at: https://hudoc.echr.coe.int/eng?i=001-245255 [28.07.2026].

[11] Ibid 9, also CoE, Council of Europe leaders profoundly concerned about Russia's non-execution of judgments of the European Court of Human Rights, including the non-payment of just satisfaction, 8 June 2023, available at: https://www.coe.int/en/web/portal/-/council-of-europe-leaders-profoundly-concerned-about-russia-s-non-execution-of-judgments-of-the-european-court-of-human-rights-including-the-non-payment-of-just-satisfactio [28.07.2026].

pay compensation, the only realistic solution is for the Council of Europe and its member states to take on its 'collective responsibility' to ensure just satisfaction awards are paid to the victims. In September 2025, when the Committee examined this case last, it reiterated, in its decision, its 'invitation to the authorities of the member States to explore all possible means to ensure execution of the present case'.[12]

8. Recently, the broader issue of Russia's failure to pay compensation in its outstanding cases has been gaining attention beyond the framework of implementation of the Court's judgments by the CM. Currently, the Parliamentary Assembly is working on a report entitled '*How to ensure that the Russian Federation implements the judgments of the European Court of Human Rights, including paying the compensation awarded*', which is expected to be considered by the Committee on Legal Affairs and Human Rights and debated during the Assembly's fourth part-session in September–October 2026.[13] In January 2025, the Committee of Legal Advisers on Public International Law (CAHDI) published its Indicative Overview of possible options under international law aimed at securing the payment by the Russian Federation of just satisfaction awarded by the European Court of Human Rights.[14]

9. Two main ideas have been dominating the debate on this matter so far: (a) the establishment of an *ad hoc* funding mechanism and (b) domestic enforcement of judgments outside Russia. As civil society organisations that represent a number of victims of egregious violations by Russia recognised by the Court in *Georgia v Russia (I)*, and advocate for its enforcement, we fully endorse these ideas and urge the Committee of Ministers and individual member states to take a lead in further pursuing these proposals on the premise of "collective enforcement" of rights, as established in the Preamble of the Convention.

(a) Establishment of an *ad hoc* funding mechanism

10. We strongly endorse the idea that numerous victims of Russia's violations, including in *Georgia v Russia (I)*, should not be left alone in their efforts to secure compensations awarded by the Court. For all these victims, the Court has been the only judicial avenue for recognition of injustice and the violations of their rights, and they had redress secured. Victims who have already endured egregious violations and won their cases in Strasbourg should not bear the financial burden of additional legal battles to further pursue their already awarded compensations. Centralized enforcement, within the framework of the Council of Europe, would ensure that this issue is addressed systemically, regardless of the applicants' ability or capacity to put further efforts to seek for payment.

11. We therefore believe that the establishment of a dedicated funding mechanism, such as a trust fund, within the institutional framework of the Council of Europe is a necessary and effective way to

[12] Committee of Ministers, Decision, CM/Del/Dec(2025)1537/H46-32, 17 September 2025, §§ 6-7.
[13] Reports under preparation in the committees of the Parliamentary Assembly of the Council of Europe, Document updated after the 3rd part-session (22 - 26 June 2026), AS/Inf(2026)10, 10 July 2026. See also Parliamentary Assembly's Committee on Legal Affairs and Human Rights, Introductory Memorandum, "How to ensure that the Russian Federation implements the judgments of the European Court of Human Rights, including paying the compensation awarded", AS/Jur(2025)30, 19 November 2025.
[14] CM(2025)5, 21 January 2025.

achieve this objective. This *ad hoc* funding mechanism could draw on the experience of similar institutions established to benefit victims of human rights violations[15]. However, differently from such other Funds, this fund should primarily rely on disposing assets of the Russian state as the primary source of recovery for the proposed Trust Fund. In December 2021, the Russian authorities signed the Memorandum of Understanding to enable payment of the just satisfaction together with default interest accrued to take place through a Council of Europe bank account held in escrow in this case of *Georgia v Russia (I)*, which indicated Russia's overall acceptance of the Council of Europe's framework being used for this purpose at the time.

(b) Domestic enforcement outside Russia

12. Domestic enforcement of the Court's judgments in other jurisdictions, as another available tool, requires adequate legal domestic framework for it to work. It is not viable to expect at least 1,500 victims in this case of *Georgia v Russia (I)* (or in any other cases v Russia pending payments) to explore pursuing litigation in all other 46 member states of the Council of Europe, particularly given the lack of clear understanding which domestic jurisdictions allow for such a route at the moment. Relying on the principle of 'collective enforcement', we urge the Committee to adopt a common Council of Europe framework under which member States would be encouraged to allow for domestic recognition and enforcement of the Court's just satisfaction awards against Russian State assets within their respective jurisdictions. Such a policy could be specifically aimed at judgments of the Court against a State that has ceased to be a member of the Council of Europe and has formally refused to abide by the Court's judgments.

13. The two proposals are not mutually exclusive and should be considered as complementary by the CM, the CoE and the individual member states. The Trust Fund would relieve victims of the burden of asset recovery and ensure the equitable distribution of available assets, while domestic enforcement would secure resources for the Trust Fund and hold Russia accountable.

III. Recommendations

14. In light of no prospect of Russia paying its outstanding debt to Georgia in this case, we respectfully request that the Committee of Ministers:

- Reiterates, at the highest level, the urgent need for reliance on the 'collective enforcement' principle to ensure that just satisfaction is paid to Georgia in this case, as a part of the Council of Europe's strategy to secure payments in all outstanding cases against Russia

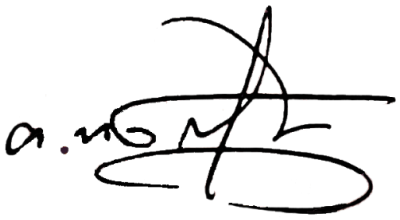
- To adopt a plan with concrete measures to ensure payment of just satisfaction awarded by the Court in this case and include it to its Strategy to ensure implementation of judgments of the Court with respect to the Russian Federation;

[15] Such as the Trust Fund for Victims at the International Criminal Court, the United Nations Voluntary Trust Fund for Victims of Trafficking in Persons, the United Nations Voluntary Fund for Victims of Torture, or the Human Rights Trust Fund at the Council of Europe.

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- Specifically, to consider the proposals made in these submissions or adopt any other model that will represent a concrete, practical collective effort to ensure payments to thousands of victims of Russia's violations

- To take a leading role in pursuing these efforts and engage in regular consultation with other CoE bodies, such as the Parliamentary Assembly, as well individual member states and, civil society actors and representatives of the applicants working to advance this common goal.





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