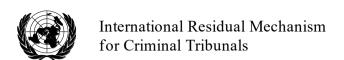
UNITED NATIONS



Case No.: MICT-13-38-T

Date: 14 November 2025

Original: English

IN THE TRIAL CHAMBER

Before: Judge Iain Bonomy, Presiding

Judge Mustapha El Baaj

Judge Margaret M. deGuzman

Registrar: Mr. Abubacarr M. Tambadou

Decision of: 14 November 2025

PROSECUTOR

v.

FÉLICIEN KABUGA

PUBLIC

DECISION ON FÉLICIEN KABUGA'S FITNESS TO TRAVEL TO RWANDA

Office of the Prosecutor:

Counsel for Mr. Félicien Kabuga:

Mr. Serge Brammertz Mr. Rupert Elderkin Mr. Emmanuel Altit

1. The Trial Chamber of the International Residual Mechanism for Criminal Tribunals ("Trial Chamber" and "Mechanism", respectively), ¹ hereby renders its decision on whether Mr. Félicien Kabuga is fit to travel to the Republic of Rwanda ("Rwanda").

I. BACKGROUND

- 2. Mr. Kabuga's health has been a central issue in these proceedings and has been closely monitored since his transfer to the Hague Branch of the Mechanism in October 2020. The Trial Chamber has received and examined regular reports from the Medical Officer of the United Nations Detention Unit ("UNDU") and from a court-appointed panel of independent medical experts in forensic psychiatry and neurology, composed of Professors Henry Gerard Kennedy, Gillian Mezey, and Patrick Cras ("Experts").² In prior decisions on Mr. Kabuga's fitness to stand trial and fitness to travel to, and be detained at, the Arusha Branch of the Mechanism, the Trial Chamber placed particular weight on the reports and evidence provided by the Experts, each of whom had conducted extensive assessments of Mr. Kabuga's health.³
- 3. On 6 June 2023, the Trial Chamber issued a decision finding, Judge El Baaj dissenting, that Mr. Kabuga was not fit for trial and very unlikely to regain fitness in the future.⁴ On 7 August 2023, this determination was affirmed by the Appeals Chamber, which instructed the Trial Chamber to impose an indefinite stay of proceedings and expeditiously address the issue of Mr. Kabuga's detention and consider appropriate modalities and conditions for his release.⁵
- 4. On 8 September 2023, the Trial Chamber issued a decision indefinitely staying the proceedings and ordering that Mr. Kabuga remain in detention at the UNDU pending the resolution of the issue of his provisional release and that his medical monitoring regime be maintained.⁶ The Trial Chamber further ordered the Registry to use its good offices to provide all possible support in facilitating contact and communication between the Defence and the appropriate authorities of any

¹ See Order on Composition of Trial Chamber, 15 August 2023, p. 2. See also Order Assigning a Trial Chamber, 1 October 2020, p. 1; Order Replacing a Judge and Assigning a Reserve Judge, 26 August 2022, pp. 1, 2; Decision Under Rule 19(E), 10 January 2023, p. 1; Order Assigning a Reserve Judge, 16 January 2023, pp. 1, 2.

A detailed procedural history recounting Mr. Kabuga's evolving health situation and the actions taken by the Trial Chamber can be found in the Trial Chamber's prior decisions pertaining to Mr. Kabuga's fitness for trial. See Decision on Félicien Kabuga's Fitness to Stand Trial and to Be Transferred to and Detained in Arusha, 13 June 2022 ("Decision of 13 June 2022"), paras. 2-36; Decision on the Conduct of Trial Proceedings, 13 February 2023, paras. 2, 4, 9, 13, 15, 17; Further Decision on Félicien Kabuga's Fitness to Stand Trial, 6 June 2023 ("Decision of 6 June 2023"), paras. 2-23.

³ See, e.g., Decision of 13 June 2022, paras. 44-54, 56, 57, 59; Decision of 6 June 2023, paras. 30-38.

⁴ Decision of 6 June 2023, paras. 39, 59.

⁵ See Prosecutor v. Félicien Kabuga, Case No. MICT-13-38-AR80.3, Decision on Appeals of Further Decision on Félicien Kabuga's Fitness to Stand Trial, 7 August 2023 ("Appeal Decision of 7 August 2023"), paras. 48, 74-76, 79. ⁶ Decision Imposing an Indefinite Stay of Proceedings, 8 September 2023 ("Decision of 8 September 2023"), p. 5. See also Order Amending the Medical Reporting Regime, 25 September 2023, p. 2.

national jurisdictions in which Mr. Kabuga would seek provisional release.⁷ The Defence was thereafter ordered to file regular reports regarding the steps it has taken and the progress it has made in identifying an appropriate and willing State of provisional release for Mr. Kabuga.⁸

- 5. The Trial Chamber has been receiving regular reports from the Defence regarding its progress in trying to identify a State of provisional release for Mr. Kabuga⁹ and has issued confidential orders and decisions in relation to requests addressed to various States. ¹⁰ To date, no State which Mr. Kabuga has identified as one where he wishes to go has agreed to accept him onto its territory. ¹¹
- 6. In light of the above and noting a submission from Rwanda in which it indicated that it is a willing and appropriate destination for Mr. Kabuga's provisional release, 12 the Trial Chamber, on 22 July 2024, informed the parties that it may at some stage need to determine whether Rwanda, Mr. Kabuga's country of nationality, is an appropriate State for his release. 13 The Trial Chamber therefore instructed the Registrar to make preliminary inquiries with the Rwandan authorities about the facilities available for Mr. Kabuga's care in Rwanda and further invited the Experts to indicate in their next monitoring report whether they are able to assess his fitness to travel to, and be released in, Rwanda. 14
- 7. On 7 August 2024, the Registrar filed a confidential submission pursuant to Rule 31(B) of the Rules of Procedure and Evidence ("Rules"), in which he requested authorization from the Trial Chamber to share a summary report prepared by the Medical Officer of the UNDU of all previous

⁸ Order for Progress Reports in Relation to Provisional Release, 25 September 2023, pp. 1, 2; Order Amending the Progress Reporting Regime in Relation to Provisional Release, 17 December 2024, p. 2.

⁷ Decision of 8 September 2023, p. 5.

⁹ See, e.g., Thirty-Second Progress Report in Relation to the Provisional Release of Félicien Kabuga Pursuant to the Trial Chamber's Orders of 25 September 2023 and 17 December 2024, 1 July 2025 (original French version filed on 23 June 2025; confidential) ("Progress Report of 23 June 2025"); Thirty-Third Progress Report in Relation to the Provisional Release of Félicien Kabuga Pursuant to the Trial Chamber's Orders of 25 September 2023 and 17 December 2024, 25 September 2025 (original French version filed on 16 September 2025; confidential) ("Progress Report of 16 September 2025").

¹⁰ See Order for Submissions, 18 January 2024 (confidential), pp. 1-3; Decision on Defence Request for an Article 28 Order for Provisional Release, 29 February 2024 (confidential; public redacted version issued on 3 June 2024) ("Decision of 29 February 2024"), pp. 1-6; Decision on Defence Request for Assistance, 27 May 2024 (confidential), pp. 1-3; Decision on Defence Motion for Authorisation to Disclose Medical Information, 22 July 2025 (confidential), pp. 1, 2; Decision on Defence Motion for Authorisation to Disclose Medical Information, 7 October 2025 (confidential), pp. 1-3.

¹¹ See, e.g., Transcript ("T.") 24 July 2024 pp. 7-11; T. 11 December 2024 pp. 6-9; T. 1 May 2025 pp. 6-11; Progress Report of 16 September 2025; T. 25 September 2025 pp. 9-16.

¹² See Order for Submissions, 22 July 2024 (confidential) ("Order of 22 July 2024"), p. 1, referring to Registrar's Submission Pursuant to the Order in Relation to a Communication from the Registrar, 16 February 2024, Annex, Registry Pagination ("RP.") 6172, 6171.

¹³ Order of 22 July 2024, p. 1. See also T. 24 July 2024 pp. 8, 9.

¹⁴ Order of 22 July 2024, p. 2.

medical information received regarding Mr. Kabuga's health with the Rwandan authorities to facilitate the implementation of the Order of 22 July 2024.¹⁵

- 8. On 23 August 2024, the Registrar filed the Fifth Monitoring Report, in which the Experts unanimously concluded that Mr. Kabuga is not fit to travel to and be released in Rwanda. While noting that they are not experts on the levels of health and social care available in Rwanda, the Experts asserted that matters within their expertise are "sufficient to advise against Mr[.] Kabuga travelling to Rwanda and release in Rwanda as this would be highly detrimental to his mental and physical health". The Experts agreed that the nature and degree of Mr. Kabuga's physical and mental frailty is such that a long journey, even on a chartered airplane, would impose limitations to his mobility and "might endanger his health to a life-shortening degree". The Experts further stressed that Mr. Kabuga is dependent on a set of critical interpersonal and clinical supports to preserve his life and that "mov[ing] to Rwanda for release and residence would be a traumatic disruption to all of these necessities". 19
- 9. On 14 October 2024, prior to ruling on the Registrar's Request of 7 August 2024, the Trial Chamber ordered the parties to file submissions as to whether it should no longer consider transferring Mr. Kabuga to Rwanda in view of the Experts' conclusions in the Fifth Monitoring Report.²⁰
- 10. The Defence filed confidential submissions on 28 October 2024 and 5 November 2024, wherein it argued that the Trial Chamber should no longer consider transferring Mr. Kabuga to

¹⁵ Registrar's Submission in Relation to the "Order for Submissions" of 22 July 2024, 7 August 2024 (confidential, with confidential Annex) ("Registrar's Request of 7 August 2024"), paras. 1, 3-10.

¹⁶ Registrar's Submission in Relation to the "Decision on Félicien Kabuga's Fitness to Stand Trial and to Be Transferred to and Detained in Arusha" of 13 June 2022, the "Further Decision on Félicien Kabuga's Fitness to Stand Trial" of 6 June 2023, the "Decision Imposing an Indefinite Stay of Proceedings" of 8 September 2023, and the "Order for Submissions" of 22 July 2024, 23 August 2024 (confidential, with confidential Annex), Annex ("Fifth Monitoring Report"), RP. 6645, 6644.

¹⁷ Fifth Monitoring Report, RP. 6644.

¹⁸ Fifth Monitoring Report, RP. 6645.

¹⁹ Fifth Monitoring Report, RP. 6645, 6644. *See also* Fifth Monitoring Report, RP. 6638 (wherein Professor Cras indicated that "Mr. Kabuga is a frail, elderly person that would be unable to tolerate traveling for long distance" and "has to be cared for in a specialized facility"), 6625 (wherein Professor Kennedy stated that "the journey to Arusha and onwards to Rwanda would be too physically arduous for Mr. Kabuga in the light of his physical and mental health and frailty and would be hamful to him" and that any health accident during a long plane journey "might be fatal"), 6624 (wherein Professor Kennedy expressed his opinion that, *inter alia*, "being returned to Rwanda contrary to [Mr. Kabuga's] will and preference would be an adverse experience for him" and "amount to a traumatic experience that would ham his physical and mental health and would shorten his life expectancy"), 6615 (wherein Professor Mezey agreed that "on the face of it, there are several reasons why Mr[.] Kabuga cannot travel to Rwanda", including his poor physical health and frailty that "would make such a journey arduous and potentially risky for him" and the fact that he "has no social support/family or friends in Rwanda", and noted that one would need to be satisfied that "the high quality of physical health care he has been receiving to date, whilst in the Hague, will continue to be provided in Rwanda").

²⁰ Further Order for Submissions, 14 October 2024 (confidential), p. 2.

Rwanda as this would put his life in danger and entail a substantial violation of his rights, notably his right to a normal family life. ²¹ The Prosecution filed confidential submissions on 28 October 2024 and 5 November 2024, asserting that the Trial Chamber should consider transferring Mr. Kabuga to Rwanda. It argued, *inter alia*, that: (i) such transfer would be consistent with Mr. Kabuga's fundamental rights in the absence of any other State willing to accept him; (ii) Mr. Kabuga's travel to and release in Rwanda are matters beyond the scope of the Experts' expertise; (iii) the Experts had failed to explore possible mitigation strategies; and (iv) further advice should be sought from an expert in the field of critical care medicine with experience in long-distance medical transfers.²²

- 11. On 16 December 2024, the Trial Chamber determined that it would benefit from additional medical expertise to guide its decision regarding Mr. Kabuga's fitness to travel by air and therefore instructed the Registrar to appoint an independent expert in the field of medical transfers with experience in aeromedical transport or "fit-to-fly" assessments and to ask the expert to prepare a written report addressing any risks to Mr. Kabuga's physical and mental health associated with transporting him by air, including to Rwanda.²³
- 12. On 29 January 2025, the Registrar appointed Dr. Gert Muurling, a medical doctor and senior consultant for intensive care, emergency, and travel medicine, as well as the founder or director of, *inter alia*, the International Academy for Air Medical Education, the International Association of Flight and Critical Care Paramedics, and Globalmed International, as an independent expert in this case.²⁴ On 7 March 2025, Dr. Muurling was granted access to Mr. Kabuga's medical file on a strictly confidential basis and was ordered to file his report within 30 days of receipt of this information.²⁵

²¹ Defence Submission on the Transfer of Félicien Kabuga to Rwanda, in Light of the Independent Medical Experts' Findings and Filed Pursuant to the Order of 14 October 2024, 7 November 2024 (original French version filed on 28 October 2024; confidential, with confidential and *ex parte* Annex) ("Defence Submission of 28 October 2024"), paras. 18-33; Defence Response to "Prosecution Submission Pursuant to the Chamber's 14 October 2024 Confidential Order for Submissions Conceming the Possibility of Kabuga's Release to Rwanda", 20 November 2024 (original French version filed on 5 November 2024; confidential) ("Defence Response of 5 November 2024"), paras. 4-58.

²² Prosecution Submission Pursuant to the Chamber's 14 October 2024 Confidential Order for Submissions Conceming the Possibility of Kabuga's Release to Rwanda, 28 October 2024 (confidential, with confidential Annexes A and B) ("Prosecution Submission of 28 October 2024"), paras. 1-5, 9-14. *See also* Prosecution Response to Defence Submission Conceming the Possibility of Kabuga's Release to Rwanda, 5 November 2024 (confidential) ("Prosecution Response of 5 November 2024"), paras. 1-13.

²³ Order for Further Independent Medical Expert Evaluation, 16 December 2024 (confidential), pp. 3, 4.

²⁴ Registrar's Submission in Relation to the "Order for Further Independent Medical Expert Evaluation" of 16 December 2024, 4 February 2025 (confidential, with confidential Annex) ("Registrar Submission of 4 February 2025"), para. 3, Annex, RP. 6936-6933.

²⁵ Decision on Registrar's Second Submission in Relation to the Order of 16 December 2024, 7 March 2025 (confidential), pp. 4-6. *See also* Registrar's Second Submission in Relation to the "Order for Further Independent Medical Expert Evaluation" of 16 December 2024, 12 February 2025 (confidential); Félicien Kabuga's Defence

- 13. While the Trial Chamber awaited the report from Dr. Muurling, the Experts filed their Sixth Monitoring Report on 18 February 2025, reiterating their view that Mr. Kabuga remains medically unfit to travel to Rwanda.²⁶ The Experts again stressed that such a move would be a "serious adverse stressor and challenge to [Mr. Kabuga's] physical and mental health causing unnecessary suffering and could precipitate any of a number of health crises including neurological, cardiac, respiratory or gastroenterological adverse events" and that it would be "emotionally traumatic" in view of Mr. Kabuga's dependency on his children for support.²⁷
- 14. On 22 April 2025, the Registrar filed the confidential report from Dr. Muurling,²⁸ who concluded, based on his review of Mr. Kabuga's medical file, that "one [cannot] declare Mr. Kabuga being generally fit to fly" and that "[f]lying him to Rwanda puts him at severe risk of medical deterioration".²⁹ Besides the direct medical risks of flying for an elderly multi-morbid person, Dr. Muurling stated that there is a "high chance of delayed negative effects of a long-range flight occurring within the first 10 days after flying" and that he could not support bringing Mr. Kabuga from a country with a very good health standard to a country with a lower health standard.³⁰ Dr. Muurling also noted the importance of the social aspect and contact with family members.³¹ Dr. Muurling further stated that, should it be Mr. Kabuga's wish (or that of his designated next of kin) to fly out of the Netherlands, mitigation measures could be put in place to "reduce the overall risk", including ensuring the presence of a medical escort team, monitoring Mr. Kabuga's vital signs, enabling him to lie down, and providing him with oxygen.³²
- 15. On 1 May 2025, the Trial Chamber held a status conference, during which it heard preliminary submissions from the parties regarding Dr. Muurling's Report and whether further

Response to the "Registrar's Second Submission in Relation to the 'Order for Further Independent Medical Expert Evaluation' of 16 December 2024", filed on 12 February 2025, 10 March 2025 (original French version filed on 27 February 2025; confidential); Prosecution Submission Further to Defence Response Regarding the Registrar's 12 February 2025 Submission Regarding the Independent Medical Expert, 3 March 2025 (confidential); Registrar's Notice of Compliance with the "Decision on Registrar's Second Submission in Relation to the Order of 16 December 2024" Dated 7 March 2025, 24 March 2025 (confidential).

²⁶ See Registrar's Submission in Relation to the "Decision on Félicien Kabuga's Fitness to Stand Trial and to Be Transferred to and Detained in Arusha" of 13 June 2022, the "Further Decision on Félicien Kabuga's Fitness to Stand Trial" of 6 June 2023, the "Decision Imposing an Indefinite Stay of Proceedings" of 8 September 2023, and the "Order for Submissions" of 22 July 2024, 18 February 2025 (confidential, with confidential Annex), Annex ("Sixth Monitoring Report"), RP. 6972.

²⁷ See Sixth Monitoring Report, RP. 6972, 6971. See also Sixth Monitoring Report, RP. 6967 (opinion of Professor Cras), 6962, 6961 (opinion of Professor Mezey), 6947 (opinion of Professor Kennedy).

²⁸ Registrar's Submission in Relation to the "Decision on Registrar's Second Submission in Relation to the Order of 16 December 2024" Dated 7 March 2025, 22 April 2025 (confidential, with confidential Annex), para. 8, Annex ("Dr. Muurling's Report").

²⁹ Dr. Muurling's Report, RP. 7049-7047.

³⁰ Dr. Muurling's Report, RP. 7046.

³¹ Dr. Muurling's Report, RP. 7046.

³² Dr. Muurling's Report, RP. 7046, 7045.

inquiries should be addressed to him.³³ On 2 June 2025, the Trial Chamber issued an Order requesting further information and clarifications from Dr. Muurling in response to questions posed by the Trial Chamber and providing the parties with the option of filing responses to Dr. Muurling's supplementary report.³⁴

- 16. On 23 June 2025, the Registrar filed the supplementary report from Dr. Muurling,³⁵ wherein he confirmed that if Mr. Kabuga is transported by air negative effects on his health, notably on his vascular system and lungs, "will take place", although their severity "[cannot] be predicted".³⁶ In response to the Trial Chamber's questions, Dr. Muurling provided further information about possible mitigating measures and stated that flying in an air ambulance at lower altitude and taking shorter flights with rest days in between could reduce the risks.³⁷ However, his views regarding mitigation continued to rely on Mr. Kabuga consenting to flying, and he did not change his opinion that Mr. Kabuga should not be required to fly.
- 17. On 15 August 2025, the Registrar filed the Seventh Monitoring Report, in which the Experts again stressed that Mr. Kabuga remains unable to travel to Rwanda due to his mental and physical frailty, which appears to be more severely limiting and impairing than before.³⁸ The Seventh Monitoring Report further emphasized Mr. Kabuga's continued dependence on in-person visits from his children and grandchildren and that losing these visits would be a traumatic disruption to all of the requirements that are necessary to preserve his life and dignity.³⁹
- 18. The Trial Chamber continues to monitor Mr. Kabuga's health closely by examining regular medical reports from the Medical Officer of the UNDU. Since the Trial Chamber started considering whether Rwanda is an appropriate State of release for Mr. Kabuga,⁴⁰ it has received

³³ See T. 1 May 2025 pp. 14-21, 25-28.

³⁴ Order for Further Submissions from the Independent Medical Expert, 2 June 2025 ("Order of 2 June 2025"), pp. 2, 3, Annex.

³⁵ Registrar's Submission in Relation to the "Order for Further Submissions from the Independent Medical Expert of 2 June 2025", 23 June 2025 (confidential, with confidential Annex), para. 4, Annex ("Dr. Muurling's Supplementary Report").

³⁶ Dr. Muurling's Supplementary Report, RP. 7110, 7109.

³⁷ Dr. Muurling's Supplementary Report, RP. 7111, 7110, 7107.

³⁸ See Registrar's Submission in Relation to the "Decision on Félicien Kabuga's Fitness to Stand Trial and to Be Transferred to and Detained in Arusha" of 13 June 2022, the "Further Decision on Félicien Kabuga's Fitness to Stand Trial" of 6 June 2023, the "Decision Imposing an Indefinite Stay of Proceedings" of 8 September 2023, and the "Order for Submissions" of 22 July 2024, 15 August 2025 (confidential, with confidential Annex), Annex ("Seventh Monitoring Report"), RP. 7176. See also Seventh Monitoring Report, RP. 7161 (opinion of Professor Kennedy), 7158-7156 (opinion of Professor Cras), 7148 (opinion of Professor Mezey).

³⁹ See Seventh Monitoring Report, RP. 7176. See also Seventh Monitoring Report, RP. 7161 (opinion of Professor Kennedy), 7148 (opinion of Professor Mezey).

⁴⁰ See Order of 22 July 2024, pp. 1, 2.

15 such reports, with the latest report submitted on 16 October 2025.41 These reports show a clear and continuous decline of Mr. Kabuga's overall mental and physical health, including that he is now wheelchair-bound due to significant reduction in his mobility.⁴²

- Neither party filed any submission in response to Dr. Muurling's Supplementary Report.⁴³ 19. However, on 9 September 2025, the Prosecution filed a new submission, in which it requested that the Trial Chamber decide whether to provisionally release Mr. Kabuga to Rwanda. 44 On 22 September 2025, the Defence filed a confidential response, wherein it opposed the Prosecution's submission and reiterated that releasing Mr. Kabuga in Rwanda would violate his rights and endanger his health, as confirmed by the medical experts. The Defence further noted that procedures to identify a State for his provisional release in Europe are ongoing.⁴⁵ The Trial Chamber denied the Prosecution Submission of 9 September 2025 at the status conference on 25 September 2025 since it was clear that the matter was under consideration.⁴⁶
- 20. On 5 November 2025, the Prosecution filed an expert opinion from Dr. Liam Scott, an air ambulance doctor in the United Kingdom, and submitted that "his explanations of [fit to fly] terminology and his description of the use of private air ambulances may be helpful."47 Although Dr. Scott had very limited information regarding Mr. Kabuga's medical condition, his report asserts that he "would anticipate that the intercontinental aeromedical repatriation of an elderly, frail,

⁴¹ These medical reports were filed on a monthly basis between 15 August 2024 and 16 October 2025. See, e.g., Registrar's Submission in Relation to the "Order Following Initial Appearance" of 25 November 2020 and the "Order Amending the Medical Reporting Regime" of 25 September 2023, 19 June 2025 (public, with confidential Annex), Annex ("Medical Report of 19 June 2025"), RP. 7095, 7094; Registrar's Submission in Relation to the "Order Following Initial Appearance" of 25 November 2020 and the "Order Amending the Medical Reporting Regime" of 25 September 2023, 17 July 2025 (public, with confidential Annex), Annex ("Medical Report of 17 July 2025"), RP. 7128, 7127; Registrar's Submission in Relation to the "Order Following Initial Appearance" of 25 November 2020 and the "Order Amending the Medical Reporting Regime" of 25 September 2023, 21 August 2025 (public, with confidential Annex), Annex ("Medical Report of 21 August 2025"), RP. 7185, 7184; Registrar's Submission in Relation to the "Order Following Initial Appearance" of 25 November 2020 and the "Order Amending the Medical Reporting Regime" of 25 September 2023, 18 September 2025 (public, with confidential Annex), Annex ("Medical Report of 18 September 2025"), RP. 7208, 7207; Registrar's Submission in Relation to the "Order Following Initial Appearance" of 25 November 2020 and the "Order Amending the Medical Reporting Regime" of 25 September 2023, 16 October 2025 (public, with confidential Annex), Annex ("Medical Report of 16 October 2025"), RP. 7264, 7263. ⁴² See Medical Report of 19 June 2025, RP. 7095, 7094; Medical Report of 17 July 2025, RP. 7128, 7127; Medical Report of 21 August 2025, RP. 7185; Medical Report of 18 September 2025, RP. 7208; Medical Report of 16 October 2025, RP. 7264. See also Seventh Monitoring Report, RP. 7172, 7161 (wherein the Medical Officer of the UNDU informed Professor Kennedy that Mr. Kabuga has become more dependent on nursing care and less mobile and that he is dependent on his wheelchair at all times).

⁴³ See Order of 2 June 2025, p. 3.

⁴⁴ Prosecution Submission Concerning Kabuga's Provisional Release to Rwanda, 9 September 2025 ("Prosecution Submission of 9 September 2025"), paras. 1, 4.

⁴⁵ Defence Reply to the "Prosecution Submission Concerning Kabuga's Provisional Release to Rwanda" of 9 September 2025", 1 October 2025 (original French version filed on 22 September 2025; confidential, with public version filed on 23 September 2025) ("Defence Response of 22 September 2025"), paras. 2-46.

⁴⁶ See T. 25 September 2025 p. 4.

⁴⁷ Prosecution Submission of Expert Opinion on Aeromedical Transfers, 5 November 2025 ("Prosecution Submission of 5 November 2025"), paras. 1, 2, Annex, RP. 7279-7274.

wheelchair-user with dementia (and other chronic co-morbidities) would be a relatively straightforward and uneventful exercise for an experienced, well-prepared and appropriately-resourced aeromedical transfer team." As noted above, the Prosecution chose not to respond to Dr. Muurling's Supplementary Report regarding Mr. Kabuga's fitness to fly when the Trial Chamber offered it the opportunity to do so several months ago. Further, in its Submission of September 2025, the Prosecution urged the Trial Chamber to render a decision on Mr. Kabuga's fitness to fly to Rwanda, indicating that the Trial Chamber already had sufficient information to do so, including reports from Dr. Muurling and numerous submissions from the parties. The Prosecution has offered no justification for submitting a new expert report at this late stage, nor has it convinced the Trial Chamber of the usefulness of the general information contained in Dr. Scott's report in view of the extensive evidence before the Chamber from independent medical experts with deep familiarity with Mr. Kabuga's clinical condition. As such, the Trial Chamber will not consider Dr. Scott's report in rendering its decision.

21. Finally, it bears mentioning that prior to any consideration of Mr. Kabuga's fitness to travel to Rwanda, the Trial Chamber provided ample time and support to the Defence in its efforts to identify a State to which Mr. Kabuga seeks to be released that is willing to accept him. Over the course of more than two years, the Trial Chamber reviewed over thirty Defence reports and issued several confidential orders and decisions addressed to relevant States in an effort to expeditiously assist Mr. Kabuga's efforts to secure his release.⁵⁰ The Trial Chamber has further held regular meetings with the parties and status conferences every four months to allow the Defence to raise issues relating to Mr. Kabuga's provisional release⁵¹ and instructed the Registry to engage with the Defence to provide all possible support in facilitating contact and communication with relevant States authorities.⁵² While the Trial Chamber is satisfied that the Defence is diligently seeking to identify a State for Mr. Kabuga's release, its efforts have focused on two States where Mr. Kabuga has family members willing to assist with his care, both of which have rejected his applications for

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⁴⁸ Prosecution Submission of 5 November 2025, Annex, para. 14.

⁴⁹ Prosecution Submission of 9 September 2025, para. 3.

⁵⁰ See supra nn. 9, 10. See also T. 13 December 2023 pp. 4, 6, 8 (wherein the Defence was invited to urgently file a request for cooperation from a specific State before the Trial Chamber); T. 26 March 2024 p. 11 (wherein the Defence was instructed to apply to the Trial Chamber for an order for cooperation should it determine that it was not receiving appropriate cooperation from relevant States authorities, including to cover any failure of any State authority to act on an urgent request).

⁵¹ The Trial Chamber has held six status conferences since the issuance of the Decision of 8 September 2023, namely on 13 December 2023, 26 March 2024, 24 July 2024, 11 December 2024, 1 May 2025, and 25 September 2025.

⁵² See Decision of 8 September 2023, p. 5. The Registrar has used its good offices to send requests and reminders from the Defence to various State authorities and further agreed to cover the fees of domestic law specialists. See, e.g., Thirty-First Progress Report in Relation to the Provisional Release of Félicien Kabuga Pursuant to the Trial Chamber's Order of 25 September 2023, 11 December 2024 (original French version filed on 9 December 2024; confidential) ("Progress Report of 9 December 2024"), paras. 6, 10-16, 20, 22, 26, 33, 38-41, 46, 52, 53; Progress Report of 16 September 2025, paras. 15-18, 23, 39, 49.

release onto their territories. The Defence is currently appealing one of these decisions before the relevant national authorities, and pursuing reconsideration of the others.⁵³ The Trial Chamber has encouraged the Defence to take any and all measures that may lead to a positive outcome in relation to Mr. Kabuga's release,⁵⁴ including by urgently exploring the possibility of release to other States to which Mr. Kabuga could be safely transported or altering his conditions of detention.⁵⁵

II. DISCUSSION

22. In effectuating the Appeals Chamber's instructions "to impose an indefinite stay of proceedings and expeditiously address the issue of [Mr.] Kabuga's detention,"⁵⁶ the Trial Chamber is mindful that Rule 68 of the Rules only contemplates release prior to final conviction, acquittal, or termination to a "State to which the accused seeks to be released."⁵⁷ Moreover, there is no practice before the *ad hoc* Tribunals or the Mechanism of provisional release to a State over an accused's objection.⁵⁸ Nonetheless, bearing in mind the Appeals Chamber's exhortation that obstacles to identifying a State willing to accept Mr. Kabuga "may not be the basis for [Mr.] Kabuga's continuous detention on remand,"⁵⁹ the Trial Chamber considers it prudent to determine whether Mr. Kabuga is fit to be transported to Rwanda, which is the only State currently willing to accept him on its territory.

⁵³ See, e.g., Progress Report of 9 December 2024, paras. 13-16, 33, 44-47, 54; Progress Report of 16 September 2025, paras. 21-36, 40-50. See also T. 13 December 2023 pp. 4-6; T. 26 March 2024 pp. 6-11; T. 24 July 2024 pp. 9, 10; T. 11 December 2024 pp. 7-9; T. 1 May 2025 pp. 7-10; T. 25 September 2025 pp. 10-16. The Defence did take preliminary steps to secure Mr. Kabuga's provisional release in a third European State. However, those steps did not yield any results, and it does not appear that the Defence is presently pursuing Mr. Kabuga's release in any additional European country. See, e.g., T. 26 March 2024 pp. 11-14; T. 24 July 2024 p. 11; T. 11 December 2024 p. 9. ⁵⁴ See, e.g., T. 25 September 2025 p. 5.

⁵⁵ See, e.g., T. 26 March 2024 pp. 12-14 (wherein the Trial Chamber encouraged the Defence to make the necessary investigations and negotiations regarding whether placing Mr. Kabuga in a "safe house" in the Hague, while waiting for a consenting country, would be a realistic option); T. 25 September 2025 pp. 4, 5 (wherein the Trial Chamber invited the Defence to substantiate its submissions, if any, regarding another alternative temporary solution that could take place while it continues to explore avenues for Mr. Kabuga's release). See also Application for the Modification of Félicien Kabuga's Detention Conditions Pursuant to Rule 67, 7 August 2024 (original French version filed on 25 July 2024; confidential), paras. 48-50, 58-64; Decision on Félicien Kabuga's Application for Modification of Conditions of Detention, 29 October 2024, pp. 1-5; Defence Response of 22 September 2025, para. 47.

⁵⁶ Appeal Decision of 7 August 2023, paras. 75, 76, 79.

⁵⁷ See Decision of 29 February 2024, p. 3, n. 20; Decision of 8 September 2023, p. 2, n. 7. The Trial Chamber notes that Rule 68 of the Rules must be interpreted in good faith in accordance with the ordinary meaning to be given to terms in their context and in light of its object and purpose. See, mutatis mutandis, Prosecutor v. Goran Jelisić, Case No. IT-95-10-A, Judgement, 5 July 2001, para. 35 (relying on Article 31(1) of the Vienna Convention on the Law of Treaties of 1969 in interpreting a provision in the Rules of Procedure and Evidence of the International Criminal Tribunal for the former Yugoslavia).

⁵⁸ The Trial Chamber notes that Mr. Kabuga continues to object to his release in Rwanda. *See*, *e.g.*, T. 6 September 2023 pp. 21, 22, 38-40; Defence Submission of 28 October 2024, paras. 27-33; T. 1 May 2025 pp. 25-28; Defence Response of 22 September 2025, paras. 40-46, p. 2 (wherein the Defence states that transferring Mr. Kabuga to Rwanda is not an option since doing so "would equate to sending him to his death."). ⁵⁹ *See* Appeal Decision of 7 August 2023, para. 76.

- 23. In deciding whether Mr. Kabuga can be released to Rwanda, the Trial Chamber recalls that the Mechanism has a duty of care that requires it to ensure the welfare of released persons, including "enquir[ing] whether their life or liberty would be at risk upon relocation".⁶⁰ With respect to Mr. Kabuga's potential release in Rwanda, this means, *inter alia*, that the Trial Chamber must satisfy itself that travel to Rwanda would not place his life at significant risk.
- 24. In determining whether travel to Rwanda would present an undue risk to Mr. Kabuga's life, the Trial Chamber has examined all relevant evidence, including expert evidence and reports from Mr. Kabuga's current caregivers at the UNDU and has carefully considered the arguments of the parties.⁶¹ Four court-appointed independent medical experts, including a specially appointed expert in the field of critical care medicine and medical transfers, unanimously agree that Mr. Kabuga is not fit to fly to Rwanda due to his physical and mental frailty.⁶² The most recent report from the panel of independent Experts further indicates that Mr. Kabuga's medical condition is now more severe than during previous assessments.⁶³ The recent medical reports from the Medical Officer of the UNDU lend further support to the conclusion that Mr. Kabuga is not fit to travel to Rwanda.⁶⁴ They describe Mr. Kabuga as a frail elderly man who suffers from a combination of dementia and several other physical ailments, which, due to a continued decline in his mobility, have impaired his ability to function independently, and they note that his care is strictly palliative.⁶⁵

⁶⁰ Cf. In the Matter of Ferdinand Nahimana, Case No. MICT-23-127, Corrigendum to "Decision on an Appeal of a Decision on Request for Temporary Humanitarian Aid" Issued on 2 August 2023, 4 August 2023, para. 20, referring to In the Matter of François-Xavier Nzuwonemeye et al., Case No. MICT-22-124, Decision on Motions to Appeal Decision of 8 March 2022, for Reconsideration of Decision of 15 March 2022, and to Appear as Amicus Curiae, 27 May 2022, para. 24. See also In the Matter of Emmanuel Rukundo, Case No. MICT-23-128, Decision on Appeal of a Decision on Request for Temporary Humanitarian Aid, 15 August 2023, para. 22.

⁶¹ Prosecution Submission of 28 October 2024, paras. 1-14; Defence Submission of 28 October 2024, paras. 18-33; Prosecution Response of 5 November 2024, paras. 2-9, 13; Defence Response of 5 November 2024, paras. 4-58; T. 1 May 2025 pp. 11, 12, 15-28; T. 25 September 2025 pp. 17-20. See also Prosecution Submission of 9 September 2025, paras. 1-4; Defence Response of 22 September 2025, paras. 2-46.

⁶² See Fifth Monitoring Report, RP. 6645, 6638, 6625, 6624, 6616, 6615; Sixth Monitoring Report, RP. 6972, 6971, 6967,6962,6947; Dr. Muurling's Report, RP. 7046. See also Dr. Muurling's Supplementary Report, RP. 7111-7107. ⁶³ Seventh Monitoring Report, RP. 7176. See also Seventh Monitoring Report, RP. 7161 (wherein Professor Kennedy stated that "there is clinical evidence of further cognitive decline in Mr. Kabuga, in keeping with severe dementia", and that "[t]here is also evidence of physical decline, with weakness and frailty resulting in greatly diminished mobility"), 7153, 7148 (wherein Professor Mezey stated that "the UNDU reports describe a further decline in Mr. Kabuga's physical and mental health and his extreme vulnerability", that "Mr[.] Kabuga appears physically more frail" than when she assessed him six months ago, and that he has "a severe and persistent cognitive impairment, affecting all aspects of cognitive functioning and specifically his memory, both short and long term", that he "is disorienta[t]ed to time, place and person", which also appears to have worsened since her last assessment).

⁶⁴ See, e.g., Medical Report of 19 June 2025; Medical Report of 17 July 2025; Medical Report of 21 August 2025; Medical Report of 18 September 2025; Medical Report of 16 October 2025.

⁶⁵ See, e.g., Medical Report of 19 June 2025, RP. 7095, 7094; Medical Report of 17 July 2025, RP. 7128, 7127; Medical Report of 21 August 2025, RP. 7185, 7184; Medical Report of 18 September 2025, RP. 7208, 7207; Medical Report of 16 October 2025, RP. 7263; Fifth Monitoring Report, RP. 6645; Sixth Monitoring Report, RP. 6972; Dr. Muurling's Report, RP. 7049-7046; Seventh Monitoring Report, RP. 7176.

- 25. As it pertains to the risks directly associated with flying, Dr. Muurling detailed, in his two confidential reports, the negative effects of flying several hours for a vulnerable elderly multimorbid person such as Mr. Kabuga, including a risk of multi-organ failure if new acute conditions arise. 66 Based on his review of Mr. Kabuga's medical file, 67 Dr. Muurling opined that flying Mr. Kabuga to Rwanda "puts him at severe risk of medical deterioration". 68 Dr. Muurling added that, besides the direct medical risk of flying, 69 there is a "high chance of delayed negative effects of a long range flight occurring within the first 10 days after flying". 70 He concluded that Mr. Kabuga is generally not fit to fly, 71 which coincides with the opinion of the other Experts.
- The panel of independent Experts agree that travel to Rwanda would pose a "serious [...] 26. challenge to [Mr. Kabuga's] physical and mental health", which could "precipitate any of a number of health crises including neurological, cardiac, respiratory or gastroenterological adverse events", causing him "unnecessary suffering". 72 A long journey, such as to Rwanda, would impose limitations to Mr. Kabuga's mobility and routines that would be "highly detrimental" to his health, "both physically and mentally harmful and traumatic" and could even "endanger his health to a lifeshortening degree". 73 Professor Kennedy opined that a long-distance journey would be a "significant physical stressor with foreseeable adverse consequences for Mr. Kabuga's physical health"74 and estimated that there is a "likelihood that such a move would cause a physical health crisis".75 Professor Cras similarly stated that "Mr. Kabuga is a frail, elderly person who would be unable to tolerate travelling for long distances", 76 while Professor Mezey reiterated that transferring Mr. Kabuga to Rwanda would be ill advised, and potentially dangerous, mainly due to his poor physical health and frailty.⁷⁷ The Trial Chamber also takes into account the adverse psychological effects of flying Mr. Kabuga to Rwanda contrary to his will and preference⁷⁸ in so far as they may adversely affect his health, including shortening his lifespan. The Experts agree that such forced transfer of Mr. Kabuga, who remains dependent on a set of critical interpersonal relationships and

⁶⁶ See Dr. Muurling's Report, RP. 7048, 7047.

⁶⁷ See Dr. Muurling's Report, RP. 7049, 7048.

⁶⁸ See Dr. Muurling's Report, RP. 7047.

⁶⁹ See also Dr. Muurling's Report, RP. 7047, 7046; Dr. Muurling's Supplementary Report, RP. 7109.

⁷⁰ See Dr. Muurling's Report, RP. 7046. See also Dr. Muurling's Report, RP. 7047; Dr. Muurling's Supplementary Report, RP. 7109.

⁷¹ See Dr. Muurling's Report, RP. 7046.

⁷² See Sixth Monitoring Report, RP. 6972. See also Sixth Monitoring Report, RP. 6947 (opinion of Professor Kennedy).

⁷³ See Fifth Monitoring Report, RP. 6645, 6644.

⁷⁴ See Fifth Monitoring Report, RP. 6635. See also Sixth Monitoring Report, RP. 6947.

⁷⁵ See Fifth Monitoring Report, RP. 6625. See also Sixth Monitoring Report, RP. 6947.

⁷⁶ See Fifth Monitoring Report, RP. 6638; Sixth Monitoring Report, RP. 6967; Seventh Monitoring Report, RP. 7156.

⁷⁷ See Fifth Monitoring Report, RP. 6615; Sixth Monitoring Report, RP. 6962; Seventh Monitoring Report, RP. 7148.

⁷⁸ Throughout these proceedings, Mr. Kabuga and/or his legal representative have objected to any release in Rwanda. *See supra* n. 58.

clinical support to preserve his life, ⁷⁹ would be a "traumatic disruption" and an "adverse stressor and challenge" to his mental health that could precipitate any of a number of serious health crises. ⁸⁰

- 27. After careful consideration, the Trial Chamber accepts the panel of independent Experts' evidence and concludes that Mr. Kabuga is not fit to travel to Rwanda. The Experts ground their joint opinion in their medical knowledge of Mr. Kabuga's physical and psychological health.⁸¹ The Trial Chamber is satisfied that they are well qualified to opine on Mr. Kabuga's fitness to travel to Rwanda considering their extensive experience and expertise in their respective fields,⁸² as well as the evaluations of Mr. Kabuga and his medical records they have conducted over the course of several years. The Experts' opinion is confirmed by Dr. Muurling, who is equally well qualified to opine on Mr. Kabuga's fitness to travel to Rwanda.⁸³
- 28. The Trial Chamber has carefully considered whether the risks of flying to Mr. Kabuga's health could be sufficiently mitigated so that he could be considered fit to fly, for example, by transferring him in an air ambulance flying at a lower altitude, by providing shorter flights with days of rest in between and by providing a medical escort team to care for him, including by monitoring his vital signs and giving him oxygen as needed.⁸⁴ However, the Trial Chamber accepts Dr. Muurling's opinion that any such measures would only to some extent "reduce" and not sufficiently mitigate the risks to Mr. Kabuga for him to be considered fit to fly. Notably,

⁷⁹ See Fifth Monitoring Report, RP. 6645; Seventh Monitoring Report, RP. 7176. See also Sixth Monitoring Report, RP. 6972, 6971.

⁸⁰ See Fifth Monitoring Report, RP. 6644, 6635, 6634, 6625, 6624, 6615; Sixth Monitoring Report, RP. 6972, 6971, 6963, 6962; Seventh Monitoring Report, RP. 7176. See also Sixth Monitoring Report, RP. 6962 (opinion of Professor Mezey), 6947 (opinion of Professor Kennedy); Seventh Monitoring Report, RP. 7161 (opinion of Professor Kennedy), 7148 (opinion of Professor Mezey). See also Dr. Muurling's Report, RP. 7046.

⁸¹ See Fifth Monitoring Report, RP. 6645. The Experts further stated that they believe that the matters that are within their expertise are sufficient to advise against Mr. Kabuga travelling to Rwanda. See Fifth Monitoring Report, RP. 6644.

82 See, e.g., Registrar's Submission in Relation to the "Order for Further Independent Medical Expert Evaluation" of 1 December 2021, 15 December 2021 (confidential, with confidential Annex), Annex, RP. 2828-2824; Registrar's Submission in Relation to the "Supplemental Order on Order for Further Independent Medical Expert Evaluation" of 14 January 2022, 31 January 2022 (confidential, with confidential Annex), Annex, RP. 3042, 3041; Registrar's Submission in Relation to the "Decision on Prosecution Motion for Further Fitness Evaluation and Order for Independent Expert Evaluation" of 15 March 2022, 22 March 2022 (confidential, with confidential Annex), Annex, RP. 3412-3381; Registrar's Submission in Relation to the "Decision on Prosecution Motion for Further Fitness Evaluation and Order for Independent Expert Evaluation" of 15 March 2022, 21 April 2022 (confidential, with confidential Annex), Annex, RP. 3600, 3599; Registrar's Submission in Relation to the "Decision on Félicien Kabuga's Fitness to Stand Trial and to Be Transferred to and Detained in Arusha" of 13 June 2022, 18 July 2022 (public, with confidential Annex), Annex, RP. 3980-3978.

⁸³ See, e.g., Registrar Submission of 4 February 2025 (confidential, with confidential Annex), para. 3, Annex, RP. 6936-6933.

⁸⁴ See Dr. Muurling's Report, RP. 7046, 7045; Dr. Muurling's Supplementary Report, RP. 7111-7109, 7107.

⁸⁵ See Dr. Muurling's Report, RP. 7046; Dr. Muurling's Supplementary Report, RP. 7110.

Dr. Muurling stated that negative effects on Mr. Kabuga's vascular system and lungs inevitably "will take place" if Mr. Kabuga flies, although their severity cannot be predicted. 86

- 29. The Trial Chamber has also taken into account the latest reports from the Medical Officer of the UNDU which demonstrate that Mr. Kabuga's physical and mental health have deteriorated substantially in the past two months.⁸⁷ Mr. Kabuga is now wheelchair-bound and largely confined to the hospital unit.⁸⁸
- 30. In conclusion, the evidence before the Trial Chamber demonstrates that flying to Rwanda would pose a clear and substantial risk to Mr. Kabuga's life. Ordering Mr. Kabuga's release in Rwanda is therefore incompatible with the Mechanism's duty of care to him, at least in the absence of his consent. The Prosecution asserts that Mr. Kabuga will not be released unless it is to Rwanda. Finish claim is speculative because Mr. Kabuga is actively pursuing his release in two other States, and, in any event, the difficulty of identifying a State to which Mr. Kabuga can safely be released cannot justify violating the Mechanism's duty of care toward him. Furthermore, the Trial Chamber notes that the difficulty Mr. Kabuga faces in finding a suitable state for his provisional release is not of the Mechanism's making. The United Nations Security Council established the Mechanism and its predecessor tribunals without making provision for the release of persons who are unable to return to their State of nationality. The Trial Chamber hopes that the international community will remedy this omission, which has caused hardship for numerous released persons.
- 31. Finally, the Trial Chamber notes that it had previously suggested the Rwandan Government would be invited to file submissions on the record if and when the Trial Chamber was called upon to consider Mr. Kabuga's possible provisional release in Rwanda.⁹¹ However, as this decision is based on Mr. Kabuga's unfitness to travel to Rwanda and not on whether Rwanda is an appropriate State of release for Mr. Kabuga, the Trial Chamber is not called upon to consider whether Rwanda has the capacity to provide adequate care and safety to Mr. Kabuga or whether release to Rwanda would otherwise violate his rights or be inconsistent with the Statute or Rules of the Mechanism.

⁸⁶ See Dr. Muurling's Supplementary Report, RP. 7109.

⁸⁷ See Medical Report of 19 June 2025, RP. 7095, 7094; Medical Report of 17 July 2025, RP. 7128, 7127; Medical Report of 21 August 2025, RP. 7185, 7184; Medical Report of 18 September 2025, RP. 7208, 7207.

⁸⁸ Medical Report of 19 June 2025, RP. 7094; Medical Report of 17 July 2025, RP. 7128; Medical Report of 21 August 2025, RP. 7185, 7184; Medical Report of 18 September 2025, RP. 7208, 7207.

⁸⁹ See, e.g., Prosecution Submission of 28 October 2024, paras. 3, 9. See also Prosecution Submission of 9 September 2025, para. 1.

⁹⁰ See, e.g., T. 1 May 2025 pp. 7-10; Progress Report of 23 June 2025; Progress Report of 16 September 2025; T. 25 September 2025 pp. 9-16.

⁹¹ Order in Relation to a Communication from the Registrar, 15 February 2024, p. 1.

The Trial Chamber therefore finds that submissions from the Rwandan Government are unnecessary.

III. DISPOSITION

32. In light of the foregoing, the Trial Chamber:

FINDS that Mr. Kabuga is not fit to travel to Rwanda;

REQUESTS European States, especially those that are close to the Netherlands and where Mr. Kabuga has made an application for provisional release, to reconsider accepting him onto their territories based on his current medical condition; and

DENIES the Registrar's Request of 7 August 2024 to share a summary report prepared by the Medical Officer of the UNDU of all previous medical information received regarding Mr. Kabuga's health with the Rwandan authorities.

Done in English and French, the English version being authoritative.

Done this 14th day of November 2025, At The Hague, The Netherlands Judge Iain Bonomy
Presiding Judge

[Seal of the Mechanism]

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