



General Assembly Security Council

Distr.: General
29 July 2025

Original: English

General Assembly

Eightieth session

Item 129 of the provisional agenda*

International Residual Mechanism for Criminal Tribunals

Security Council

Eightieth year

International Residual Mechanism for Criminal Tribunals

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly and of the Security Council the thirteenth annual report of the International Residual Mechanism for Criminal Tribunals, submitted by the President of the Mechanism in accordance with article 32 (1) of the statute of the Mechanism (see Security Council resolution [1966 \(2010\)](#), annex 1).

* [A/80/150](#).



Letter of transmittal

Letter dated 29 July 2025 from the President of the International Residual Mechanism for Criminal Tribunals addressed to the President of the General Assembly and the President of the Security Council

I have the honour to submit the thirteenth annual report of the International Residual Mechanism for Criminal Tribunals, dated 29 July 2025, to the General Assembly and to the Security Council, pursuant to article 32 (1) of the statute of the Mechanism.

(Signed) Graciela **Gatti Santana**
President

Summary

Thirteenth annual report of the International Residual Mechanism for Criminal Tribunals

The present annual report outlines the activities of the International Residual Mechanism for Criminal Tribunals from 1 July 2024 to 30 June 2025. Following its fifth review of the mandate of the Mechanism, and the conclusion of all active core crimes cases and appeals, the Security Council adopted resolution [2740 \(2024\)](#) in June 2024. This resolution conveyed two clear messages: first, the Mechanism's residual functions remain essential to the justice cycle, and Member State contributions are vital to ensuring their fair and efficient completion; and, second, active and diligent planning for the transfer of the Mechanism's longer-term functions is crucial for responsibly scaling down its activities and resources and achieving the institution's closure, in line with its temporary nature.

In this context, and in response to the Security Council's request for the Secretary-General to report on the potential transfer of the functions of supervision of sentence enforcement and assistance to national jurisdictions, and on the budgetary aspects of potential archive locations, the Mechanism conducted a detailed analysis and provided comprehensive input to support the Secretary-General's reporting.

The Mechanism also undertook a broader strategic review, including a forward-looking assessment of whether additional residual judicial functions could gradually be transferred to national jurisdictions, or whether they must remain at the international level to preserve equal treatment and the integrity of the legacy of the ad hoc Tribunals. This work is ongoing. Simultaneously, the Mechanism is collaborating closely with the Office of Internal Oversight Services, which has initiated its next evaluation to inform the Security Council's sixth review of the progress of the work of the Mechanism.

The Mechanism continues to carry out efficiently its residual mandated functions, including supervising sentence enforcement, supporting protected victims and witnesses, assisting national jurisdictions, managing archives and monitoring referred cases. With regard to its residual judicial functions, the Mechanism fairly and efficiently addressed matters related to allegations of contempt, requests for access to confidential information, requests for variation of witness protective measures, and applications for review. Notably, the Appeals Chamber granted a partial review of Gérard Ntakirutimana's convictions to assess claims that a witness had recanted testimony given before the International Criminal Tribunal for Rwanda. Following a hearing on 18 and 19 November 2024, the Appeals Chamber promptly issued its judgment on 22 November 2024, finding no credible recantation and upholding the convictions. Separately, the Trial Chamber seized of the case of *Prosecutor v. Félicien Kabuga*, which remains indefinitely stayed, has focused on issues concerning the potential release of Félicien Kabuga, ongoing monitoring of his health and the recovery of legal aid funds expended on his defence. Lastly, the President adjudicated numerous matters in relation to the supervision of enforcement of sentences.

The Prosecution focused on monitoring, supporting and advising national judicial authorities in prosecuting war crimes cases arising out of the conflicts in Rwanda and the former Yugoslavia.

The Registry continued to provide administrative and operational support for the Mechanism's mandated functions, ensuring timely and effective quality services for the Mechanism. This included support for the work of the Chambers and the Prosecution at both branches, focusing on three strategic priorities: (a) to support any residual judicial activity as well as judicially mandated support for the released or acquitted persons currently residing in the Niger; (b) to smoothly administer and service continuous functions; and (c) to further cultivate staff development and morale.

I. Introduction

1. The period from 1 July 2024 to 30 June 2025 marks the first full reporting cycle of the International Residual Mechanism for Criminal Tribunals with no active core crimes cases. Following Security Council resolution [2740 \(2024\)](#), and mindful of the need to wind down operations in an efficient yet responsible manner, the Mechanism intensified its focus on strategic planning for the future, including through a thorough assessment of viable pathways for the eventual transfer of its longer-term residual functions. To support the Secretary-General in the preparation of the reports requested by the Council – concerning the possible transfer of functions related to the supervision of enforcement of sentences and granting of pardons or commutations, assistance to national jurisdictions, and the management of the archives – the Principals and senior management engaged in extensive consultations and developed thorough analyses on these issues.
2. The Mechanism is also cooperating closely with the Office of Internal Oversight Services (OIOS), which has recently commenced a new evaluation of the Mechanism's methods and work. The resulting report, expected in early 2026, will inform the forthcoming sixth review of the progress of work of the Mechanism.
3. Relatedly, the Mechanism closed two of the four outstanding OIOS recommendations from its last evaluation. The first recommendation concerned the respective roles and responsibilities of the Mechanism's Principals regarding the relocation of acquitted and released persons. The second recommendation was related to strengthening partnerships within the United Nations system to find long-term solutions to the challenges faced by the Mechanism regarding the enforcement of sentences and the relocation of acquitted or released persons.
4. Simultaneously, the Mechanism efficiently carried out its mandated judicial and other responsibilities, ensuring continued fairness and critical impact at the end of the justice cycle. During the reporting period, Mechanism Judges, including the President, issued 184 decisions and orders, addressing matters related to access to confidential information and witness protection, sentence enforcement, contempt of court, a request for review of judgment, and ancillary matters in the case of *Prosecutor v. Félicien Kabuga*. The Mechanism also continued to monitor referred cases, handle judicial and administrative matters related to the six acquitted and released persons in the Niger, and manage its archives and those of the ad hoc Tribunals.
5. The Prosecution sustained its critical support to national jurisdictions pursuing accountability for international crimes committed in the former Yugoslavia and Rwanda.
6. However, the Mechanism requires further cooperation and engagement from Member States to fulfil its mandate and reduce its activities. At the end of the reporting period, three convicted persons were housed at the United Nations Detention Unit in The Hague, one of whom has since been transferred to an enforcement State. Designation of enforcement States for the remaining convicted persons will be an essential step toward closing the Unit and achieving substantial cost savings. Félicien Kabuga also remains detained there, as concerns persist regarding the safety of transporting him by plane to Rwanda, and no other State has thus far agreed to accept him for provisional release. Equally pressing is the need for support from Member States to resolve the situation of the acquitted or released individuals who were relocated to the Niger in December 2021. These individuals have yet to obtain the full rights they were guaranteed through an agreement between the Niger and the United Nations.

II. Organization

7. The Mechanism was established by Security Council resolution [1966 \(2010\)](#) and began operations on 1 July 2012 for an initial four-year term, with subsequent two-year extensions subject to periodic review by the Council. To date, five such reviews have been conducted, supported by OIOS evaluations. Most recently, resolution [2740 \(2024\)](#) continued the Mechanism's mandate until 30 June 2026.

8. The Mechanism comprises two branches: one in Arusha, United Republic of Tanzania, which was formerly the seat of the International Criminal Tribunal for Rwanda, and another in The Hague, Kingdom of the Netherlands, which was the seat of the International Tribunal for the Former Yugoslavia. It operates through three organs: the Chambers, the Office of the Prosecutor and the Registry. Each organ is led by a full-time Principal. During the reporting period, the Principals were the President, Graciela Gatti Santana, the Prosecutor, Serge Brammertz, and Registrar, Abubacarr M. Tambadou, all serving terms through 30 June 2026.

9. Pursuant to its statute, the Mechanism shall have a roster of 25 independent judges who shall, insofar as possible and as decided by the President, exercise their functions remotely. Mechanism judges are not remunerated for being on the judicial roster and receive compensation only for the days on which they exercise their functions, as assigned by the President.

10. On 5 May 2025, Judge Lydia Mugambe (Uganda) resigned from the Mechanism's roster following her convictions and sentencing in the United Kingdom for modern slavery, immigration offences and witness intimidation. The Mechanism was informed of the investigation against her in July 2024, following which the Secretary-General waived her immunity under article 29 (2) of the statute. In parallel, the President took all appropriate administrative measures to protect the integrity and effective functioning of the Mechanism, including suspending Judge Mugambe's participation in its activities.

11. Consequently, the Mechanism's current judicial roster comprises 24 judges, as follows (in order of precedence): Judge Graciela Gatti Santana, President (Uruguay), Judge Jean-Claude Antonetti (France), Judge Joseph E. Chiondo Masanche (United Republic of Tanzania), Judge William H. Sekule (United Republic of Tanzania), Judge Lee G. Muthoga (Kenya), Judge Carmel Agius (Malta), Judge Alphons Orie (Netherlands), Judge Burton Hall (Bahamas), Judge Florence Rita Arrey (Cameroon), Judge Vagn Prüsse Joensen (Denmark), Judge Liu Daqun (China), Judge Prisca Matimba Nyambe (Zambia), Judge Aminatta Lois Runeni N'gum (Gambia/Zimbabwe), Judge Seon Ki Park (Republic of Korea), Judge José Ricardo de Prada Solaesa (Spain), Judge Ivo Nelson de Caires Batista Rosa (Portugal), Judge Seymour Panton (Jamaica), Judge Yusuf Aksar (Türkiye), Judge Mustapha El Baaj (Morocco), Judge Claudia Hoefer (Germany), Judge Iain Bonomy (United Kingdom of Great Britain and Northern Ireland), Judge Fatimata Sanou Touré (Burkina Faso), Judge Margaret M. deGuzman (United States of America) and Judge René José Andriatianarivelo (Madagascar).

12. The next plenary of Mechanism judges is scheduled for early September 2025. In response to current budgetary constraints, the meeting will be held virtually.

III. Planning for the future

13. The Mechanism has made substantial progress in strategic planning for the future, consistent with the Security Council's vision of it as a small, temporary, and

efficient structure, with functions and staffing levels that will progressively diminish over time.

14. In its resolution [2740 \(2024\)](#), the Security Council requested the Secretary-General to submit, by the end of 2025, an updated report on the administrative and budgetary aspects of potential archive locations, as well as a report on options for the transfer of the functions of: (a) supervision of the enforcement of sentences and the pardon or commutation of sentences under articles 25 (2) and 26 of the statute; and (b) assistance to national jurisdictions under article 28 (3).

15. In response, the President reconvened the cross-organ working group in the second half of 2024. This working group – which comprises senior managers from all three organs and both branches – is now actively working to: (a) provide information and support to the Secretary-General in preparing the above-mentioned reports; and (b) offer strategic advice on future planning, in particular with regard to further downsizing and streamlining operations.

16. The working group met regularly to assess the feasibility and implications of transferring the identified residual functions. These discussions took place alongside three meetings of the Principals, convened by the President, to consult on the analytical contributions to be submitted in support of the Secretary-General's reports. It also engaged with the Department of Operational Support to explore efficiency measures, including a comprehensive staffing review.

17. Concurrently, the Mechanism advanced its institutional rationalization efforts. Notable steps included the closure of the Kigali field office in August 2024 and the outsourcing of additional administrative functions.

18. The President and Registrar continued to collaborate in implementing reforms to streamline processes related to sentence enforcement. In particular, the President has taken on more direct involvement in communicating with independent inspection bodies and existing and prospective enforcement States on matters related to conditions of detention, early release and designation of enforcement States. Some of these changes are reflected in the revised Practice Direction on the Procedure for the Determination of Applications for Pardon, Commutation of Sentence, and Early Release of Persons Convicted by the ICTR, the ICTY, or the Mechanism, issued on 1 July 2024, and the revised Practice Direction on the Procedure for Designation of the State in Which a Convicted Person is to Serve His or Her Sentence of Imprisonment, issued on 7 May 2025.

19. Separately, the President has submitted to the Mechanism's Rules Committee proposed amendments to the Rules of Procedure and Evidence, aimed at limiting the prospect of resource-intensive proceedings and, in particular, in-court hearings. The proposals seek to align the legal framework of the Mechanism with its truly residual posture and facilitate the drawdown of possible future resource requirements. These proposals will be discussed at the forthcoming virtual plenary.

IV. Relocation of acquitted or released persons

20. Despite the Mechanism's sustained diplomatic efforts, the situation of the acquitted or released persons relocated to the Niger in 2021 remains unresolved, continuing to affect the rights and freedom of the six individuals concerned.

21. In February 2025, the Registrar conducted a high-level mission to the Niger to engage with both the national authorities and the relocated persons and press for regularization of the status of those persons. Relatedly, the Registrar remained actively engaged with their counsel and families to explore viable relocation options

with third States. A targeted advocacy plan, developed in response to a 2024 recommendation by OIOS, guided these efforts. This plan is focused on strengthening the Mechanism's partnerships within the United Nations system. These initiatives are being taken without prejudice to the relocated persons' own efforts to seek resettlement opportunities independently.

22. In line with the President's order of 19 December 2022, the Registrar, in the interests of transparency and accountability, continued to file bimonthly reports on the steps taken.

23. The President continued to raise this issue in bilateral meetings with Member States, the Security Council and its Informal Working Group on International Tribunals, and the General Assembly, calling for tangible support.

24. Following a single judge's order on 22 November 2024, the Registrar proceeded with the renewal of the lease for the relocated persons' accommodation in Niamey and the payment of monthly lump sums, on a pro rata basis, to the relocated persons to support their daily living expenses.

25. The situation of the relocated persons cannot be resolved by the Mechanism alone. The Mechanism refers to Security Council resolution [2740 \(2024\)](#), in which the Council reiterated its call upon all States to render all necessary assistance to the Mechanism.

V. Activities of the President and the Chambers

A. Principal activities of the President

26. The President is the institutional head and highest authority of the Mechanism, responsible for the overall execution of its mandate. Pursuant to the statute and the Rules of Procedure and Evidence, she coordinates the work of the Chambers, presides over the Appeals Chamber, supervises the activities of the Registry, and carries out other functions specified in the legal framework.

27. In response to Security Council resolution [2740 \(2024\)](#), in which the Council called for the expeditious completion of the Mechanism's residual functions, the President redefined her top priority to reflect this directive. Cognizant that the Mechanism needs to continue reducing its resource requirements, she intensified efforts to evaluate and streamline the Mechanism's operations and ensure alignment with the Council's vision of a temporary and efficient institution. Her second and third priorities – strengthening leadership and governance and consolidating the legacy of the ad hoc Tribunals and the Mechanism – remain unchanged.

28. The President's proactive leadership regarding future planning, outlined above, directly reflects actions taken in support of her first priority.

29. To promote effective governance, the President continued to strengthen collaboration among the Principals and senior management. She chaired the Mechanism Coordination Council and other meetings on strategic and cross-cutting issues, including budget matters, and held frequent bilateral consultations with the Registrar to address areas of shared responsibility.

30. Demonstrating commitment to transparent leadership, the President, together with the other two Principals, held a virtual town hall for all staff in March 2025 and engaged regularly with the Staff Union.

31. On safeguarding the Mechanism's legacy, the President remained focused on ensuring public access to judicial records and advancing outreach efforts. During a

visit to Rwanda, she encouraged the establishment of information centres, in line with Security Council resolution [1966 \(2010\)](#). Separately, she continued discussions with Croatia on a centre in Zagreb. She also supported the provision of all relevant public judicial records to the Srebrenica Memorial Centre.

32. Moreover, the President engaged with Mechanism stakeholders and participated in events to promote understanding of the Mechanism's work and consolidate the legacy of the ad hoc Tribunals. These included the first observance of the International Day of Reflection and Commemoration of the 1995 Genocide in Srebrenica (July 2024), the Just Peace Open Day in The Hague (September 2024), the London Conference on International Law (October 2024) and a United Nations conference in New York marking 76 years since the adoption of the Convention on the Prevention and Punishment of the Crime of Genocide (December 2024). In addition, she delivered a lecture to students from the former Yugoslavia as part of the Mechanism's Information Programme for Affected Communities (November 2024). In April 2025, the President conducted an official visit to Rwanda on the occasion of the 31st Commemoration of the 1994 Genocide against the Tutsi (Kwibuka 31), where she met with governmental and other officials.

33. Pursuant to article 32 of the statute, the President reported to the Security Council and General Assembly as appropriate. She submitted the Mechanism's twelfth annual report to the General Assembly and the Security Council in July 2024 ([A/79/249-S/2024/570](#)) and briefed the Assembly in October 2024. The twenty-fifth and twenty-sixth reports on the Mechanism's progress were submitted to the Council in November 2024 ([S/2024/836](#)) and May 2025 ([S/2025/309](#)), respectively. The President briefed the Council and its Working Group in December 2024 and June 2025.

34. Turning to the President's judicial activity, supervising the enforcement of sentences and matters of release remained central activities. Having consulted with other judges, as required by rule 150 of the Rules of Procedure and Evidence, the President issued 10 decisions on applications for early release and 15 related orders and decisions. The President also issued two decisions on sentence remission, one decision on the temporary transfer of a convicted person to the United Nations Detention Unit, one order designating the State where a convicted person is to serve his sentence and four related decisions. She adjudicated multiple applications alleging violations of minimum standards of imprisonment in an omnibus decision and issued two related orders and one decision.

B. Trials, appeals and review proceedings

35. Trial proceedings in the *Kabuga* case remain indefinitely stayed. During the reporting period, the Trial Chamber focused on matters relating to monitoring Mr. Kabuga's health, considering his possible release, and exploring the recovery of legal aid funds expended in connection with his defence. The Trial Chamber held three status conferences – on 24 July 2024, 11 December 2024 and 1 May 2025 – to discuss these issues and enquire into Mr. Kabuga's conditions of detention. The Trial Chamber issued a total of 12 case-related orders and decisions and is considering preliminary submissions in relation to whether, in view of Mr. Kabuga's health situation, Rwanda can be considered a possible destination for provisional release. In connection with this, the Trial Chamber requested on 16 December 2024, and received on 22 April 2025, an expert medical report on the feasibility of Mr. Kabuga traveling by air. The expert concluded that Mr. Kabuga was not generally fit to fly. On 2 June 2025, the Trial Chamber requested the expert to clarify his views and to provide

additional information, which was received on 23 June 2025. The matter remains under consideration.

36. In relation to review proceedings, on 21 May 2024 the Appeals Chamber partially granted review of Gérard Ntakirutimana's convictions, based on Witness HH's purported recantation of his testimony before the International Criminal Tribunal for Rwanda. During the reporting period, it issued eight related orders and decisions. A review hearing was held on 18 and 19 November 2024 at the Arusha branch, where the Chamber heard testimony from Witness HH and oral submissions from the parties. The judgment was pronounced on 22 November 2024, with written reasons issued on 12 December 2024 under rule 122 (C). The Chamber found that Mr. Ntakirutimana failed to show a credible recantation by Witness HH and, therefore, his convictions remain unchanged.

C. Other judicial activities

37. The Mechanism's contempt matters concerning the former Yugoslavia are limited to the case against Petar Jojić and Vjerica Radeta. Serbia continues to refuse to arrest and surrender the accused.

38. In relation to Rwanda, on 25 February 2025, a single judge initiated a contempt proceeding against Peter Robinson in connection with his former representation of Augustin Ndirabatware. On 15 May 2025, the Appeals Chamber denied the accused's appeal against the decision. Another single judge is currently seeking submissions in relation to the question of whether the case can be referred to the United States of America.

39. A second matter concerns the alleged submission of forged documents by François Ndirabatware in an attempt to access frozen assets linked to Félicien Kabuga. On 29 April 2024, a single judge decided to initiate proceedings against Mr. Ndirabatware. The case was referred to Belgium by order of a single judge issued on 17 September 2024.

40. In relation to fugitives of the International Criminal Tribunal for Rwanda, on 13 May 2025, promptly following formal requests filed by the Prosecutor, a single judge terminated the proceedings before the Mechanism against Ryandikayo and Charles Sikubwabo, on account of their deaths.

41. Since the arrest of Fulgence Kayishema in South Africa on 24 May 2023, Mr. Kayishema has remained in South Africa and is currently subject to domestic proceedings. On 11 October 2024, he filed a notice of his intention to seek revocation of the referral of his case to Rwanda. During the reporting period, a single judge and the Appeals Chamber issued seven decisions, including on Mr. Kayishema's requests for disclosure of materials and reclassification of certain judicial filings.

42. As to further activities of single judges, 11 were assigned to applications arising at either branch. Those applications concerned requests for variation of witness protection measures and access to confidential material for the purpose of assisting national jurisdictions, allegations of contempt and false testimony, changes in the classification of filings, termination of proceedings due to death, requests for assistance, and relocation of acquitted or released persons. Collectively, 74 decisions and orders were issued by single judges during the reporting period. As at 30 June 2025, single judges were seized of five pending matters.

43. In relation to appeal proceedings deriving from single judge activity, on 18 July 2024, the Appeals Chamber dismissed an appeal filed by François-Xavier Nzuwonemeye against a decision denying his request for emergency medical

evacuation from the Niger to the Kingdom of the Netherlands. Overall, the Appeals Chamber issued six decisions and orders during the reporting period.

VI. Activities of the Office of the Prosecutor¹

A. Introduction

44. The Office of the Prosecutor continued to focus on its remaining strategic priorities, assisting national jurisdictions prosecuting international crimes committed in the former Yugoslavia and Rwanda and effectively litigating mandated residual matters.

45. During the reporting period, the Office litigated review proceedings in the case of *Prosecutor v. Gérard Ntakirutimana*. The Office transferred evidence and information to Serbian authorities for the referred contempt case of *Prosecutor v. Vojislav Šešelj et al.*. The Office further continued to make submissions in the cases of *Prosecutor v. Félicien Kabuga* and *Prosecutor v. Fulgence Kayishema*.

46. The Office also provided extensive support and assistance to national authorities investigating and prosecuting international crimes committed in Rwanda and the former Yugoslavia. The Office delivered highly valued services to Member States investigating and prosecuting crimes committed during the conflicts in the former Yugoslavia and Rwanda, which Member States report had significant impact and contributed to important positive outcomes.

47. During the reporting period, the Office of the Prosecutor greatly advanced its thinking and planning for the Mechanism's future, consistent with Security Council resolution 2740 (2024). The Office conducted a review of its functions, assessed the future workload and analysed options for the transfer or completion of work. With respect to its function of assisting national jurisdictions, the Office believes, for the reasons documented in this and previous reports, that this function is essential to the effective investigation, prosecution and trial by Member States of persons responsible for genocide, crimes against humanity and war crimes committed in Rwanda and the former Yugoslavia. The Office is satisfied that this mandate can be transferred to another United Nations office. To be effective, the transfer of the mandate would need to be accompanied by a transfer of the Office's evidence collection and records, as well as certain Office staff who have developed unique expertise in the crimes, prosecutions and assisting national partners. With respect to the Office's other prosecutorial functions, transfer to national authorities is generally a viable option.

48. In managing its work, the Office is guided by the views and requests of the Security Council as set forth in, among other places, resolutions 2256 (2015), 2529 (2020), 2637 (2022) and 2740 (2024). The Office continued to implement the "one office" policy to further streamline operations and reduce costs.

B. Residual prosecutorial functions

49. During the reporting period, the Office of the Prosecutor litigated and addressed some residual matters.

50. On 21 May 2024, the Appeals Chamber issued its decision on the request for review filed in the *Ntakirutimana* case. The Appeals Chamber decided that a review of the appeal judgment was warranted in relation to Mr. Ntakirutimana's convictions

¹ The present section reflects the views of the Prosecutor of the Mechanism.

for the events at Gitwe Hill, near Gitwe Primary School, on the basis of the alleged recantation of a witness. The Appeals Chamber further decided that a review hearing to consider evidence on the alleged new fact would be held.

51. In response to the Appeals Chamber's decision, the Office undertook urgent investigations into the veracity of the alleged witness recantation. These investigations uncovered evidence that the recantation was the result of interference with the witness, including financial incentives. This evidence was submitted to the Appeals Chamber. On 22 November 2024, the Appeals Chamber pronounced its judgment on review. The Appeals Chamber determined that Mr. Ntakirutimana had not demonstrated that the witness had credibly recanted his testimony, and declined to disturb the appeal judgment.

52. The Office of the Prosecutor is satisfied that the Appeals Chamber accepted its arguments that the alleged recantation was not reliable and accordingly upheld Mr. Ntakirutimana's conviction. There have now been two review proceedings in recent years concerning International Criminal Tribunal for Rwanda convictions, the first being in the case of *Prosecutor v. Augustin Ndirabatswe*. In both cases, witnesses have recanted their testimonies from prior International Criminal Tribunal for Rwanda trials. Following investigations, the Office obtained evidence in both cases that the recantations were the result of interference with the witnesses by individuals associated with the convicted persons. The Office will continue to safeguard the integrity of prior judgments by investigating alleged recantations to determine whether there has been improper interference with witnesses.

53. During the reporting period, the Office worked to implement the single judge's decision of 29 February 2024 referring the *Šešelj et al.* case to Serbia for trial. The Office prepared for the transfer of material relating to the unlawful publication of a large volume of confidential information from the International Tribunal for the Former Yugoslavia – including information revealing the identities of dozens of protected witnesses – and to the failure to comply with Mechanism cease and desist orders. The Office also liaised with the Registry to identify the relevant witnesses. The Office further responded to a Registry submission regarding the Office's request to the Registry for judicial records to be transferred. On 12 December 2024, the Office completed the transfer of relevant evidence and information to the Serbian authorities.

54. With respect to the *Kabuga* case, which was indefinitely stayed on 8 September 2023, the Office continued to make submissions in relation to the Trial Chamber's consideration of the potential provisional release of Mr. Kabuga, who remains detained at the United Nations Detention Unit in The Hague. The Office has taken the position that the only country willing and able to accept Mr. Kabuga is Rwanda, his country of origin. The Office has further submitted that it is the appropriate time to issue a decision as to whether Mr. Kabuga can be transported to and provisionally released in Rwanda or whether the Mechanism continues to have legal authority to detain him in its custody.

55. With respect to the referred case of *Prosecutor v. Fulgence Kayishema*, who was arrested on 24 May 2023 but remains in South African custody, the Office responded to several filings from Mr. Kayishema submitted to the Mechanism President and single judges. The Office is concerned that Mr. Kayishema continues to litigate matters before the Mechanism without submitting to its jurisdiction by surrendering to the Mechanism's custody. At the same time, he seeks to prevent execution of the Mechanism's arrest warrant and manufacture a standstill in the separate proceedings before the Mechanism and before the South African courts by playing the two jurisdictions against each other. The Office calls on South Africa to immediately surrender Mr. Kayishema to the Mechanism.

56. With respect to applications by convicted persons for early release, the Office, during the reporting period, provided comments and information in relation to eight such applications.

C. Assistance to national jurisdictions

57. National prosecutions remain essential to achieving greater justice for the victims of war crimes, crimes against humanity and genocide committed in Rwanda and the former Yugoslavia. In line with the completion strategies of the ad hoc Tribunals, Security Council resolutions 1966 (2010) and 2256 (2015), and the statute of the Residual Mechanism, the Office of the Prosecutor is mandated to assist and support national prosecutions of those crimes. In the affected countries, the effective prosecution of the crimes committed is fundamental to building and sustaining the rule of law, establishing the truth of what occurred and promoting reconciliation. Third-party States are also undertaking prosecutions against suspects who are present in their territories for crimes committed in Rwanda and the former Yugoslavia.

58. While progress has been made at the domestic level in recent years, particularly with the Office's assistance, national prosecutors still face a large backlog of cases to process. There are more than 1,000 fugitive Rwandan *génocidaires* to be located and prosecuted. Likewise, thousands of war crimes suspects throughout the countries of the former Yugoslavia remain to be prosecuted.

59. The Office supports this work by responding to requests for assistance from national judiciaries. These requests concern three related areas in which support from the Office is needed: first, requests for access to evidence and information; second, requests for substantive legal, investigative and prosecutorial direct case assistance, including through the preparation and transfer of investigation dossiers; and, third, requests for assistance in resolving strategic and/or cross-cutting issues affecting the accountability process, including the challenges of fugitives and international cooperation. The Office also provides strategic advice, feedback and support to national prosecution services and justice sectors.

60. During the reporting period, the Office continued to receive a high volume of requests for assistance, totalling 389 requests. In relation to Rwanda, the Office received and processed 131 requests for assistance from eight Member States. This included responding to 75 requests for direct case assistance. As part of this work, the Office assisted the Prosecutor General of Rwanda to collect, collate and analyse information and confirm the whereabouts and status of 65 fugitives, whose fugitive files can now be closed. The Office successfully located some fugitives in third countries and determined that other fugitives are deceased or could otherwise be accounted for. In relation to the former Yugoslavia, the Office received 258 requests for assistance from five Member States and three international organizations. In total, the Office handed over more than 11,348 documents, comprising 257,882 pages, and 76 audiovisual records. The Office responded to 15 direct case assistance requests from three Member States, and handed over to the Prosecutor's Office of Bosnia and Herzegovina an investigative dossier concerning the involvement of a mid-level suspect for crimes committed during the conflicts in the former Yugoslavia. The Office has established a joint investigative team with the Prosecutor's Office of Bosnia and Herzegovina to advance this case. Lastly, the Office filed more than 20 submissions in relation to requests for variation of witness protective measures, while also facilitating contact with more than 50 witnesses by national authorities.

61. There has been significant growth in recent years in requests for assistance received by the Office. The continued high volume of requests demonstrates the importance of the support provided by the Office to national prosecutions. It is also a

positive sign of national commitments to achieve more justice for more victims of war crimes, crimes against humanity and genocide committed in the former Yugoslavia and Rwanda. The vital assistance that the Office provides, as it is mandated to do pursuant to article 28 (3) of the statute, helps national prosecutors to achieve better results and deliver justice at the local level.

VII. Activities of the Registry

62. Pursuant to rule 31 of the Rules of Procedure and Evidence, the Registrar, under the authority of the President, is responsible for the administration and servicing of the Mechanism. Accordingly, the Registry continued to provide judicial support services, as well as other administrative, budgetary, legal, policy, and diplomatic support for the operations of the Mechanism.

A. Budget, administration, staffing and facilities

63. By its resolution [79/255](#), the General Assembly appropriated to the special account for the Mechanism a total amount of \$60,963,800 gross (\$56,127,700 net) for 2025.

64. The 2025 budget reflects significant reductions in post and non-post resources and the realization of efficiency measures. The Mechanism implemented the decision of the General Assembly² regarding a reduction of \$1,323,600 in non-post resources and continues to actively limit its overall expenditure. The Mechanism is currently in the process of preparing its 2026 budget submission.

65. On 30 June 2025, the Mechanism had a total of 234 staff on continuous posts and in general temporary assistance positions: 139 at the Hague branch and 95 at the Arusha branch, including 10 located in Kigali, Rwanda. The Mechanism's staff comprises nationals of 52 Member States. At the Professional level and above, 54 per cent are women and 46 per cent are men, consistent with the Secretary-General's gender parity goals. When General Service and Field Service staff are taken into account, the average percentage of female staff is lower. The Mechanism remains committed to gender balance and equitable geographical representation, despite downsizing constraints.

66. Counsellors from the United Nations Offices at Nairobi and Geneva visited both branches to provide mental health and stress management sessions, including individual counselling, to staff. Staff also continued to have access to virtual professional counselling services. As in the previous year, a modest study grant supported continuing education and professional development.

67. Regarding the Arusha premises, with the support of the host State, the Mechanism remains engaged with the relevant authorities at United Nations Headquarters to resolve a contractual dispute submitted by the general contractor. The heating, ventilation, and air-conditioning issues in the archives building have been resolved.

68. Concerning the Hague branch, the host State and the Mechanism remain engaged in discussions regarding tenancy in the Churchillplein 1 premises. The host State has indicated that alternative accommodation will be necessary to allow remediation work to be carried out.

² In its resolution [79/255](#), the General Assembly endorsed the recommendations of the Advisory Committee on Administrative and Budgetary Questions to this effect (see [A/79/619](#)).

69. To further reduce the Mechanism's organizational footprint, the Kigali field office was closed on 31 August 2024, with its liquidation concluded on 18 October 2024.

70. The Mechanism is deeply grateful to its host States, the Kingdom of the Netherlands and the United Republic of Tanzania, for their long-standing commitment and invaluable support.

B. Support for judicial activities

71. The Registry continued to provide support to the Mechanism's residual judicial operations, as detailed below.

72. Both branches supported the review in the *Ntakirutimana* case, including the review hearing held on 18 and 19 November 2024 at the Arusha branch and the subsequent pronouncement of the judgment on 22 November 2024.

73. The Registry also supported residual judicial matters in the *Kabuga* case, including three status conferences. In addition, it continued to facilitate communications between the Defence and the relevant authorities of national jurisdictions where Mr. Kabuga is seeking to be provisionally released.

74. With regard to the contempt case against Peter Robinson, initiated on 25 February 2025, the Registry provided necessary out-of-court support, mainly related to the management and service of relevant judicial documents.

75. In relation to the *Šešelj et al.* contempt case, the Registry assisted the Prosecution with the transfer of relevant case records to the Serbian authorities. The Registry provided similar assistance to the amicus curiae in the contempt case against François Ngirabatware, in relation to the transfer of case records to the Belgian authorities.

76. During the reporting period, the Judicial Records Unit processed 1,576 judicial filings, amounting to 20,888 pages. As at 30 June 2025, over 380,711 public judicial records were available through the Unified Court Records database, which was accessed over 33,000 times during the reporting period.

77. The Language Support Services continued to provide translation and interpretation services and made significant progress in the translation of judgments and documents into and from English, French, Bosnian/Croatian/Serbian, Kinyarwanda and other languages, as required. Eight appeal judgments of the International Criminal Tribunal for Rwanda and one Mechanism review judgment were translated into Kinyarwanda, while one appeal judgment of the International Tribunal for the Former Yugoslavia, and one appeal judgment and one review judgment of the Mechanism, were translated into French.

78. In addition, the Registry provided administrative assistance to an average of 51 remunerated and pro bono members of Defence and amici curiae teams, comprising a total of approximately 82 team members.

79. Pursuant to article 15 (4) of the statute, and consistent with the Mechanism's commitment to efficiency, the Registry maintains rosters of qualified candidates to ensure that staff can be recruited expeditiously to react to changes in the workload.

C. Support for other mandated activities

1. Witness support and protection

80. Approximately 3,200 witnesses who appeared before the ad hoc Tribunals or the Mechanism currently benefit from protective measures. The Witness Support and Protection Unit at both branches ensures that these measures remain effective by undertaking threat assessments and security coordination, including for relocated witnesses. In support of national proceedings, the Unit implemented 26 judicial orders on variation of protective measures regarding 110 witnesses and handled one request to rescind protective measures. Additionally, in The Hague, the Unit coordinated the appearance of a relocated witness before a national court and facilitated the obtention of further statements from another relocated witness in support of a national investigation. The Unit also provided witness-related information to the President concerning six early release applications having an impact on 704 witnesses.

81. The Unit at both branches collaborated to facilitate the testimony of a witness in relation to the review hearing in the *Ntakirutimana* case.

82. With the closure of the Kigali field office, the medical, nutritional and psychosocial assistance provided through the Mechanism's medical clinic to over 500 witnesses ceased on 31 August 2024. The Registry facilitated a seamless transfer of those services to the Government of Rwanda.

83. At the Hague branch, the Unit continued to monitor the strategies implemented following the closure of the Sarajevo field office to ensure effective and continuous support for witnesses. Furthermore, the Unit continued to liaise with national counterparts to aid local investigations and prosecutions.

2. Detention facilities

84. As at 30 June 2025, the United Nations Detention Unit in The Hague housed four detainees: Félicien Kabuga, who continues to be detained pending the identification of a State for his release by his Defence team; Mićo Stanišić, who was returned temporarily from an enforcement State pending his transfer to another State; and two other convicted persons, Ratko Mladić and Jovica Stanišić, who remained in the Detention Unit pending the designation of an enforcement State. During the reporting period, Radislav Krstić and Stojan Župljanin were transferred to new enforcement States, and in July 2025, Jovica Stanišić was transferred to Germany to serve his sentence.

85. The legal framework governing the Detention Unit was further strengthened on 22 August 2024, when the Commanding Officer issued the Guidelines on Serving Documents Upon Detainees for Administrative or Legal Proceedings not Pending before the International Residual Mechanism for Criminal Tribunals.

3. Enforcement of sentences

86. The Mechanism relies significantly on the cooperation of States in the enforcement of sentences. As at 30 June 2025, the Mechanism was overseeing the enforcement of the sentences of 40 individuals in 10 enforcement States. A total of 25 persons convicted by the International Criminal Tribunal for Rwanda were serving their sentences in two States, while 15 persons convicted by the International Tribunal for the Former Yugoslavia were serving their sentences in eight States.

87. The above-mentioned transfer of Jovica Stanišić brings the total number of convicted persons currently serving sentences to 41. The Mechanism continues to

require a State or States to enforce the sentences of Ratko Mladić and Mićo Stanišić, who currently remain in the United Nations Detention Unit.

88. The Mechanism greatly appreciates the assistance of the Member States that are enforcing sentences. The robust support of current and potential enforcement States remains critical to the Mechanism's fulfilment of its mandate.

4. Assistance to national jurisdictions

89. During the reporting period, the Registry processed 80 requests for assistance by national authorities or parties to national proceedings related to the 1994 genocide against the Tutsi in Rwanda or the conflicts in the former Yugoslavia, which represents a 65 per cent increase compared to the previous reporting period and demonstrates the importance of the assistance provided by the Registry.

5. Monitoring of referred cases

90. Pursuant to article 6 (5) of the statute, the Mechanism monitors cases referred to national jurisdictions. During the reporting period, the Mechanism actively monitored two contempt cases: the *Šešelj et al.* case, referred to Serbia on 29 February 2024, and the *François Ndirabatware* case, referred to Belgium on 17 September 2024.

91. Both referred cases are monitored by Mechanism staff members appointed by the Registrar, in consultation with the President. In the *François Ndirabatware* proceedings, the first monitoring report was filed on 22 April 2025. In the *Šešelj et al.* case, four monitoring reports were filed during the reporting period.

92. With regard to the *Kayishema* case, an internal monitor has been appointed and will begin work once Mr. Kayishema is transferred to Rwanda.

6. Archives and records management

93. The Mechanism Archives and Records Section manages approximately 4,400 linear metres of physical records and approximately 2.7 petabytes of digital records generated by the ad hoc Tribunals and the Mechanism.

94. During the reporting period, the Section continued its preservation activities, ingesting 9.58 terabytes of digital records across branches into the digital preservation system. The total volume of ingested digital records increased to 388.41 terabytes, which included 308,521 files in various formats. The Section also preserved audiovisual recordings on obsolete and analogue media. Across the branches, 4,258 analogue recordings were digitized, raising the total digitization rate to 97.5 per cent at the Hague branch and 83 per cent at the Arusha branch.

95. At the Hague branch, 29,621 physical audiovisual records were assessed for preservation and hundreds of at-risk physical documents affected by fading thermal paper ink were conserved. At the Arusha branch, the Section assessed 64 physical artefacts of the International Criminal Tribunal for Rwanda, 16 of which received conservation treatment. To centralize archival materials in controlled storage, the Section transferred over 340 linear metres of records and approximately 10,000 digital records from Mechanism offices.

96. The Section responded to 188 enquiries about, and requests for, access to the archives and delivered close to 1,700 hours of audiovisual recordings of hearings. Additionally, the publicly accessible catalogue of archive descriptions was expanded with over 1,200 new entries. The Section continued its efforts to secure extrabudgetary funding for archival projects. While no funds have been received to date, the Registry is actively pursuing various fundraising strategies, including

engaging in outreach to potential donors and private entities and exploring partnerships for a fundraising event.

7. Communications

97. Following the closure of the External Relations Office on 30 June 2024, remaining communications and outreach functions were absorbed by existing resources within the three organs of the Mechanism, with a focus on preserving the legacy and promoting the work of the ad hoc Tribunals and the Mechanism.

98. During the reporting period, the Mechanism supported outreach and public information through various activities, including social media campaigns, the facilitation of access to court hearings and the organization of visits for over 2,250 individuals.

99. At the Hague branch, the Mechanism's Information Programme for Affected Communities, supported by the European Union, conducted educational workshops, engaged in outreach across the former Yugoslavia and ensured access to the records of the International Tribunal for the Former Yugoslavia and the Mechanism.

VIII. Conclusion

100. As the Mechanism approaches the final stage of its mandate, it is actively streamlining operations and preparing to transfer appropriate functions responsibly. Fully aware of the broader financial challenges facing the United Nations, the Mechanism remains committed to ensuring the proper execution of the end-of-justice cycle while contributing to system-wide efficiency. During the reporting period, it made significant reductions in staffing and resources.

101. At the same time, the Mechanism's mandated residual functions remain active and, in some instances, have intensified. These functions continue to require sustained attention and diligence to ensure the integrity and fair completion of the justice process.

102. The Mechanism is grateful for the ongoing support and cooperation of Member States, including in the enforcement of sentences and the approval of essential budgetary requests. Further collaboration – such as in facilitating the closure of the United Nations Detention Unit in The Hague and resolving the situation of the relocated persons in the Niger – would yield substantial cost savings and advance the shared objective of a principled, fair and efficient conclusion to the Mechanism's mandate.

103. Looking ahead, the Mechanism will continue to deliver on its core responsibilities, ensuring that the principles of justice it was established to serve remain fully realized, even as its role in such activities recedes.
