

**Security Council**

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**Letter dated 12 May 2026 from the President of the International
Residual Mechanism for Criminal Tribunals addressed to the
President of the Security Council**

I am pleased to transmit herewith the sixth review report of the International Residual Mechanism for Criminal Tribunals (see annex), submitted pursuant to paragraph 17 of Security Council resolution [1966 \(2010\)](#).

I would be grateful if you could transmit this report to the Members of the Security Council.

(Signed) Graciela **Gatti Santana**
President



**Annex I to the letter dated 12 May 2026 from the President of the
International Residual Mechanism for Criminal Tribunals
addressed to the President of the Security Council**

**Sixth review report of the International Residual Mechanism for
Criminal Tribunals**

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I. Introduction

1. The International Residual Mechanism for Criminal Tribunals was established pursuant to Security Council resolution [1966 \(2010\)](#) to carry out the residual functions of the International Criminal Tribunal for the Prosecution of Persons Responsible for Genocide and Other Serious Violations of International Humanitarian Law Committed in the Territory of Rwanda and Rwandan Citizens Responsible for Genocide and Other Such Violations Committed in the Territory of Neighbouring States between 1 January and 31 December 1994, which closed in 2015, and the International Tribunal for the Prosecution of Persons Responsible for Serious Violations of International Humanitarian Law Committed in the Territory of the Former Yugoslavia since 1991, which closed in 2017.¹

2. Pursuant to paragraph 17 of Security Council resolution [1966 \(2010\)](#), the Mechanism was mandated to operate for an initial four-year period, followed by subsequent two-year periods subject to Council reviews of its progress. To date, the Mechanism's progress has been reviewed five times.² This sixth review report is submitted to facilitate the Council's 2026 biennial review of the Mechanism's progress of work.

3. Accordingly, the present report provides an overview of the work undertaken by the Mechanism from 16 April 2024 to 15 April 2026³ in furtherance of its mandate.⁴ The Mechanism also provides a separate strategic plan to the Security Council, which proposes ambitious and concrete timelines for the transfer and completion of the Mechanism's functions to ensure alignment with the Council's instruction that it should be a small, temporary and efficient structure, whose functions and size will diminish over time, with a small number of staff commensurate with its reduced functions. The strategic plan is attached as enclosure I to this report. In addition, the review report includes updates in accordance with paragraph 13 of Council resolution [2740 \(2024\)](#) and summarizes the findings of the evaluation conducted by the Office of Internal Oversight Services (OIOS) of the Mechanism's methods and work, which concluded in February 2026 ([S/2026/100](#)).

4. This is the first full review period during which the Mechanism has operated as a truly residual institution. Nevertheless, the Mechanism's mandate continues to carry real responsibilities for real people, including judicial oversight of protective measures granted to approximately 3,200 prosecution, defence and Chambers witnesses and victims, and ensuring due process and effective implementation of sentences for the 38 convicted persons incarcerated under the Mechanism's authority. The ongoing relevance of this residual judicial work is also reflected in the Mechanism's level of activity: it rendered 375 decisions and orders during the two-year period covered by this report. This is significantly higher than that of other residual international criminal courts: the Residual Special Court for Sierra Leone issued one public decision in each of 2024 and 2025 and the Extraordinary Chambers in the Courts of Cambodia issued 12 public decisions and orders over the same

¹ On 1 January 2018 the Mechanism took over all remaining functions from both Tribunals and became a stand-alone institution.

² See [S/2015/896](#), [S/2018/347](#), [S/2020/309](#), [S/2022/319](#) and [S/2024/308](#).

³ The last review of the progress of work of the Mechanism formally concluded in June 2024. The fifth review report submitted by the Mechanism covered the period from 16 April 2022 to 15 April 2024. Although the present report is submitted on 12 May 2026, it retains the established practice of covering a two-year reporting period from 16 April to 15 April. Accordingly, the present report covers the period from 16 April 2024 to 15 April 2026. Unless otherwise indicated, all figures and information are accurate as at 15 April 2026.

⁴ This report should be read in conjunction with the Mechanism's biannual progress reports to the Security Council and annual reports to the Council and the General Assembly in accordance with article 32 of the statute of the Mechanism.

two-year period. Relatedly, the Mechanism processed and disseminated more than 3,000 judicial filings and responded to 125 requests for assistance, providing over 121,000 judicial records for use in national proceedings in various Member States.

5. Beyond its judicial functions, and as detailed below, the Mechanism continues to provide critical and direct assistance to domestic authorities in relation to national prosecutions, to supervise the day-to-day enforcement of sentences and to preserve and share the legacy of the ad hoc Tribunals through management of their archives and the Mechanism's own. The recent OIOS evaluation report observed that, notwithstanding the significant staffing cuts and resource reductions over the past four years, the Mechanism has continued to deliver on its core mandate, with Member States affirming the relevance and necessity of the Mechanism's residual functions (see section VII.N).

6. In addition to executing its core functions, the Mechanism devoted considerable resources to future planning to ensure continued alignment with the Security Council's vision of a small, temporary and efficient structure, whose functions and size will diminish over time, with a small number of staff commensurate with its reduced functions. In this respect, the Mechanism provided comprehensive support to the Office of Legal Affairs and the Secretary-General in relation to the reports submitted by the Secretary-General to the Council on 1 December 2025 ([S/2025/785](#) and [S/2025/786](#)). These reports provide concrete proposals regarding the transfer and termination of Mechanism functions and the streamlining of operations and are instrumental to the expected reduction of the Mechanism's activities and resource requirements. The Mechanism engaged extensively with OIOS in its evaluation of the Mechanism's methods and work, as well as with the Human Resources Services Division in the Department of Operational Support in its comprehensive civilian staffing review. As detailed in the strategic plan, the Mechanism has translated all of the relevant assessments into a strategic and unified vision of the future of the Mechanism and its functions.

7. Cooperation from Member States remained essential to the Mechanism's execution of its mandate during the reporting period. Eight States – Belgium, Benin, Estonia, France, Germany, Norway, Senegal and the United Kingdom of Great Britain and Northern Ireland – currently enforce sentences imposed by the ad hoc Tribunals or the Mechanism. The Mechanism expresses its profound appreciation to these States for their significant and critical support to international criminal justice. Nevertheless, the expeditious drawdown of the Mechanism's remaining activities and resources depends on additional support from States, including their willingness to: (a) accept onto their territory Félicien Kabuga, who remains detained at the United Nations Detention Unit despite the indefinite stay of his trial; (b) accept Ratko Mladić and Mićo Stanišić into their prison systems; and (c) assist in finding a durable solution for the five acquitted and released persons who were relocated to the Niger in 2021.

II. Organization

8. Pursuant to article 3 of its statute, the Mechanism comprises one branch in Arusha, United Republic of Tanzania, and another branch in The Hague, Kingdom of the Netherlands. Pursuant to article 4 of the statute, the Mechanism consists of three organs: (a) the Chambers; (b) the Prosecutor;⁵ and (c) the Registry. Each organ is headed by a full-time principal, who exercises his or her respective responsibilities at both branches. The President, Judge Graciela Gatti Santana (Uruguay), is based in The Hague, while the Prosecutor, Serge Brammertz (Belgium), and the Registrar,

⁵ In the present report, "Office of the Prosecutor" and "Prosecution" will be used interchangeably.

Abubacarr M. Tambadou (the Gambia) are based in Arusha. The current term of office for each principal runs until 30 June 2026.

III. Future planning

9. Over the reporting period, the Mechanism intensified its efforts to plan for the future. Of particular significance was the request of the Security Council, in its resolution [2740 \(2024\)](#), to the Secretary-General to present, by 31 December 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 following functions: (a) the 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). The Mechanism understood this request as a directive to further examine concrete options in these areas and to provide any assistance required in the preparation of these reports. In parallel, the Mechanism also independently initiated measures aimed at streamlining operations and developed proposals for the transfer and completion of functions outside the scope of the Secretary-General's reports.

10. To facilitate these processes, the Mechanism's three principals frequently engaged in institution-wide future planning matters through Coordination Council meetings, and the President and the Registrar held regular bilateral meetings on matters within their shared areas of responsibility. The President reactivated the cross-organ working group, composed of senior managers from all three organs and both branches, to engage in planning at the working level. The results of this institution-wide collaboration led to comprehensive support to the 1 December 2025 reports of the Secretary-General (detailed below), significant resource and staffing reductions during the reporting period and, lastly, the strategic plan, which presents a unified vision for the future of the Mechanism and its functions.

A. Secretary-General's reports of 1 December 2025

11. The Secretary-General's reports were issued on 1 December 2025. The reports are focused on assessment of options for transferring functions that would allow for significant reductions in the size and activities of the Mechanism, while ensuring that the legitimacy and credibility of the ad hoc Tribunals are upheld. In this regard, the Secretary-General proposes transferring the technical functions related to the Prosecution's assistance to national jurisdictions, as well as the management of the archives, to the United Nations Secretariat.

12. The Secretary-General further recommended that, where appropriate, the day-to-day supervision of conditions of imprisonment be transferred to enforcement States, which already oversee convicted persons on a daily basis. To achieve the intended efficiencies and cost savings of such transfer, particularly as it relates to persons convicted in relation to proceedings deriving from the International Criminal Tribunal for Rwanda, the enforcement States would need to take over the direct financial and administrative support that the Mechanism provides to this function. In this context, Rwanda was proposed as an option.

13. By contrast, the Secretary-General indicated that the authority to order the transfer of prisoners, designate enforcement States and decide on applications for pardon, commutation of sentence or early release constitutes a core judicial function that should remain at the international level with the continued involvement of the President, the Mechanism judges and essential support staff. This would preserve the fair and consistent treatment of prisoners, irrespective of their location.

14. As reflected in the strategic plan, the Mechanism supports all the recommendations of the Secretary-General.

B. Unified vision of the Mechanism and its future

15. As set forth in detail in enclosure I to this report, the Mechanism has prepared a strategic plan that presents the unified vision of the principals of the future of the Mechanism and its functions. Building upon the recommendations of the Secretary-General, the strategic plan envisages the completion and transfer of several of the Mechanism's most resource-intensive functions while retaining a limited number of judicial functions at the international level. It further proposes significant streamlining through organizational restructuring, physical consolidation, workforce optimization and outsourcing of administrative and other functions. Following these changes, the Mechanism expects that, by 1 July 2028, it will reduce its staffing by approximately 87% to 89% when compared to levels as at 31 December 2026 and achieve proportionate and significant cost savings. Alternatively, if the Security Council decides to transfer these limited judicial functions to a subsidiary body of the Council, they could be performed with a similar staffing level and non-post resources as those of the post-transition Mechanism.

IV. President

16. The President is the institutional head and highest authority of the Mechanism and is responsible for the overall execution of its mandate. The President coordinates the work of the Chambers; presides over proceedings in the Appeals Chamber; supervises the activities of the Registry, the enforcement of sentences and the monitoring of referred cases; and issues practice directions as appropriate. The President is also responsible for exercising a number of judicial, quasi-judicial and administrative functions conferred by the statute and the Rules of Procedure and Evidence.⁶ Lastly, the President represents the Mechanism before the Security Council and the General Assembly, and performs other representational functions vis-à-vis Member States, United Nations organizations and entities and other external stakeholders. The President is supported by a small team of legal and administrative staff at both branches.

A. Managerial activities

17. The President is the chair of the Mechanism's Coordination Council (rule 25 of the Rules of Procedure and Evidence), supervises the activities of the Registry (rules 23 and 31 of the Rules) and convenes plenaries (rule 26 of the Rules). Following the conclusion of active core crimes proceedings, including the last core crimes appeal case deriving from the International Tribunal for the Former Yugoslavia, the President turned her focus to evaluating the residual work and operations of the Mechanism in order to ensure alignment with the Security Council's vision of the Mechanism as a small, temporary and efficient structure.

18. In this context, the President, in addition to stewarding cross-organ engagement on future planning, led the Mechanism in adopting material changes to practice directions related to enforcement matters in order to streamline resources and achieve greater operational efficiencies. She also proposed changes to the Rules of Procedure

⁶ The Rules of Procedure and Evidence are available at www.irmct.org/en/documents/rules-procedure-and-evidence.

and Evidence with the aim of reducing the costs and activities of the Mechanism while safeguarding the interests of justice. Amendments based on these proposals were adopted by the plenary of judges. Lastly, the President led adaptations to staffing and financial resource requirements under her direct management to achieve substantial savings. These changes, detailed below, have had direct and tangible impacts on the work and resource requirements of the Mechanism.

19. Specifically, the President, following consultations with the Prosecutor and the Registrar, issued revised Practice Directions on: (a) applications for pardon, commutation of sentence or early release (Practice Direction on early release), on 1 July 2024; and (b) the designation of the State in which a convicted person is to serve his or her sentence (Practice Direction on designation), on 7 May 2025. The amendments to these Practice Directions enable the President – alongside the Registrar – to communicate directly with enforcement and prospective enforcement States, as well as other relevant stakeholders, in relation to these processes. Separately, the President also took over responsibility for communicating directly with enforcement States to address recommendations received from the independent inspection bodies that monitor conditions of imprisonment.

20. The refinements to adjudication practices on early release have contributed to expedited timelines and improved efficiency in adjudicating such requests, as noted by OIOS in its recent evaluation. In this respect, the average time from application to decision for the past 10 early release decisions – excluding those based on humanitarian grounds – was reduced to 9 months, compared to 14 months in the previous reporting period.

21. In relation to the Practice Direction on designation, the President introduced changes that have allowed her to directly engage with potential enforcement States. With more dynamic engagement opportunities, the Mechanism has made substantial progress in identifying a prospective enforcement State for Mićo Stanišić. The President and the Registrar also continued to have sustained, high-level discussions regarding the potential transfer of Ratko Mladić from the United Nations Detention Unit. In addition, the President has engaged with Member States in order to identify States willing to provide contingency detention arrangements to cover any potential temporary detention needs in anticipation of the closure of the Detention Unit.

22. With these changes to the sentence enforcement portfolio in place, and at the direction of the Office of Legal Affairs, the President consulted numerous external stakeholders, including all current enforcement States, on the feasibility of transferring day-to-day supervision of conditions of imprisonment to States in order to support the Secretary-General's report on the matter. Through consistent and open engagement, all current European enforcement States, namely, Belgium, Estonia, France, Germany, Norway and the United Kingdom of Great Britain and Northern Ireland, as well as Austria, an enforcement State until late 2025, confirmed their willingness and capacity to assume this responsibility, which was a key factor in the Secretary-General's recommendation on the transferability of this function.

23. With respect to persons convicted by the International Criminal Tribunal for Rwanda, the President has also explored the feasibility of transferring this function with existing enforcement States in Africa, along with their willingness to assume related financial and administrative responsibilities. Notably, the Secretary-General has proposed consideration of transferring these convicted persons to Rwanda and, possibly, the function of day-to-day supervision of conditions of imprisonment following that transfer. The Secretary-General, in his report, highlights that Rwanda has expressed readiness to receive such prisoners and comply with international minimum standards of imprisonment. He further notes that Rwanda maintains facilities for persons convicted of international crimes, including individuals from the

Residual Special Court for Sierra Leone, with detention conditions subject to inspection by the International Committee of the Red Cross (ICRC). The report adds that the statute of the International Criminal Tribunal for Rwanda envisaged enforcement of sentences in Rwanda, and that the United Nations and Rwanda had already concluded a sentence enforcement agreement in 2008. In this context, the President, in coordination with the Registrar, has advanced institutional consideration of this possibility through ongoing engagement with the Rwandan authorities and discussions with other external stakeholders.

24. Beyond the enforcement context, the President has led efforts to adapt the Mechanism's legal framework, reducing its activities and resource requirements while ensuring the interests of justice and due process. As noted above, the plenary of judges, based on proposals from the President, recently amended the Rules of Procedure and Evidence to limit the prospect of resource-intensive investigations and in-court proceedings related to contempt, false testimony and review matters. These changes followed previous amendments to the Rules in February 2024, when the plenary of judges adopted the President's proposal to remove a resource-intensive declassification procedure from the Rules. The change was proposed on the basis that the process was not essential for providing access to confidential material and because it could not be concluded within a reasonable timeframe.

25. Lastly, the President continued to focus on effective resource management. In particular, she oversaw a 46% reduction of staff in her Office and the Chambers Legal Support Section between June 2020 and June 2026 and a 23% staff reduction in these offices for the entire 2026 budget cycle in view of the demands of the UN80 Initiative. The President has carefully balanced the interests of justice and the need to appropriately manage scarce resources to ensure that judicial compensation was limited to approximately 1% of the Mechanism's budget requests for 2025 and 2026. Due in large part to the President's decision to host virtual plenaries in 2025 and 2026, judicial travel requirements were reduced by 34% in both 2025 and 2026 when compared with 2024, when the last in-person judicial plenary was held. Overall appropriations for judicial expenditures were reduced by 12.5% over the same period.

B. Judicial activities

1. Coordination of Chambers

26. The President coordinates the work of Chambers and manages the Mechanism's judicial roster pursuant to article 12 of the statute. The President assigns judicial work to single judges or benches, as appropriate. Assignments involve consideration of prior involvement in the matter, equitable and geographical distribution of work among the judges, gender balance and any possible conflicts of interest. The President proposes completion timelines and estimated remuneration for each assignment.

27. A total of 83 assignment orders were issued by the President during the reporting period. These included 31 between 16 April 2024 and the end of 2024, 35 in 2025, and 17 in the first three and a half months of 2026. Fifty-eight assignment orders were related to matters deriving from the Arusha branch, while the remaining 25 concerned The Hague branch matters.

28. Pursuant to article 12, paragraph 2, of the statute, the President continued to assign, on an alternating basis, Judge Joseph E. Chiondo Masanche, Judge William Hussein Sekule and Judge Vagn Prüsse Joensen as duty judge at the Mechanism's Arusha branch. The decision to assign judges who reside in the United Republic of Tanzania maximizes efficiency, and they are remunerated only to the extent that they exercise judicial functions in that capacity.

2. Appeals, review and other proceedings

29. In accordance with article 12, paragraph 3, of the statute, the President is a member of the Appeals Chamber and presides over its proceedings. The President presided over five appeal matters during the reporting period, as well as proceedings relating to the review of the final judgment in *Prosecutor v. Gérard Ntakirutimana*, in accordance with article 24 of the statute (see section V.B.3).

30. In addition, the President adjudicated two requests for review of administrative decisions of the Registrar. With regard to the situation of the acquitted and released persons who were relocated to the Niger, The President issued six decisions and orders. Such judicial activity is in addition to the President's assignment of single judges to consider motions filed by these individuals, her adjudication of their requests for judicial review of administrative decisions and her presiding over certain appeals filed by them. Information on the President's judicial activity in relation to the enforcement of sentences is provided in section IV.B.4.

3. Monitoring of cases referred to national jurisdictions

31. In accordance with article 6, paragraph 5, of the statute, the Mechanism is mandated to monitor cases referred to national jurisdictions, which is done under the overall supervision of the President. During the reporting period, the Mechanism, relying on its own staff, actively monitored two contempt cases referred to national jurisdictions: the case against François Ndirabatware and the case against Vojislav Šešelj and others. Details on these cases are provided below (see section VII.G).

4. Supervision of enforcement of sentences

32. Pursuant to articles 25 and 26 of the statute, rules 127, 150 and 151 of the Rules of Procedure and Evidence, and the relevant Practice Directions, the President exercises overall authority in relation to the designation of enforcement States and transfer of prisoners, the supervision of day-to-day conditions of imprisonment, and decision-making authority on requests for pardon, commutation of sentence or early release in connection with sentences pronounced by the International Criminal Tribunal for Rwanda, the International Tribunal for the Former Yugoslavia or the Mechanism. The sentences are executed by Member States that have concluded enforcement agreements with the United Nations.⁷

33. During the reporting period, four persons were released having completed their sentences in full, while one person died in custody.⁸ Currently, 36 convicted persons are serving their sentences in eight Member States. Twenty-three persons convicted by the International Criminal Tribunal for Rwanda are imprisoned in Benin (15) and Senegal (8). Thirteen individuals convicted by the International Tribunal for the Former Yugoslavia are imprisoned in six Member States: Belgium (1), Estonia (4), France (1), Germany (3), Norway (2) and the United Kingdom (2). In addition, two convicted persons remain detained at the United Nations Detention Unit in The Hague,⁹ while one detainee at the Unit awaits transfer on provisional release.¹⁰ During

⁷ Further information on the Mechanism's enforcement functions, including the locations where convicted persons are serving their sentences, is available at www.irmct.org/en/about/functions/enforcement-of-sentences.

⁸ Radivoje Miletić was released on 14 May 2024. Miroslav Bralo was released on 6 November 2024. Vlastimir Đorđević was released on 11 June 2025. Dragoljub Kunarac was released on 24 February 2026. Emmanuel Ndindabahizi passed away on 5 October 2025.

⁹ Ratko Mladić and Mićo Stanišić.

¹⁰ The detainee is Félicien Kabuga, whose trial proceedings were stayed indefinitely on 8 September 2023.

the reporting period, one convicted person was temporarily returned to the Unit¹¹ and three were transferred to enforcement States.¹²

34. During the reporting period, the President issued 20 decisions on applications requesting early release. One convicted person was granted early release¹³ and two were granted conditional early release,¹⁴ one of whom one subsequently passed away.¹⁵ Three persons on conditional early release remain under the supervision of the Mechanism until the completion of their sentences, with the last sentence concluding in 2030.¹⁶ The President also issued 15 other orders and 13 other decisions on enforcement matters. As at 15 April 2026, three enforcement-related requests remained pending.

35. Conditions of imprisonment must meet international standards.¹⁷ During the reporting period, ICRC and the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment continued to independently monitor the conditions of imprisonment. The President maintained regular engagement with both bodies through correspondence and annual reports. In November 2024, the President hosted representatives of ICRC and international courts and tribunals in The Hague to discuss best practices and address issues of shared concern in relation to the enforcement of sentences for persons convicted of international crimes.

36. The fair and effective supervision of sentence enforcement is essential to the completion of the justice cycle. As noted above, the Secretary-General has provided recommendations as to the transferability of all aspects of this function, and the Mechanism's strategic plan, building on that guidance, contains proposals for the Council's consideration.

¹¹ *Prosecutor v. Mićo Stanišić*, Case No. MICT-13-53-ES.2, Order for the Transfer of Mićo Stanišić to the United Nations Detention Unit on a Temporary Basis, 23 December 2024.

¹² *Prosecutor v. Jovica Stanišić*, Case No. MICT-15-96-ES.2, Order Designating the State in Which Jovica Stanišić is to Serve the Remainder of his Sentence, 9 October 2024; *Prosecutor v. Stojan Župljanin*, Case No. MICT-13-53-ES.1, Order Designating the State in Which Stojan Župljanin is to Serve the Remainder of his Sentence, 15 March 2024; *Prosecutor v. Radislav Krstić*, Case No. MICT-13-46-ES.1, Order Designating the State in Which Radislav Krstić is to Serve the Remainder of his Sentence, 11 March 2024.

¹³ Mr. Dominique Ntawukulilyayo was released on 6 March 2026. See *Prosecutor v. Dominique Ntawukulilyayo*, Case No. MICT-13-34-ES, Decision on the Application for Early Release of Dominique Ntawukulilyayo, 18 February 2026 (public redacted version).

¹⁴ *Prosecutor v. Bruno Stojić*, Case No. MICT-17-112-ES.3, Decision on the Application for Early Release of Bruno Stojić, 3 November 2025 (public redacted version); *Prosecutor v. Nebojša Pavković*, Case No. MICT-14-67-ES.2, Decision on the Application for Early Release of Nebojša Pavković, 26 September 2025, and Reasons for the 26 September 2025 Decision on the Application for Early Release of Nebojša Pavković, 8 October 2025 (public redacted version).

¹⁵ Nebojša Pavković passed away on 20 October 2025 while on conditional early release in Serbia.

¹⁶ *Stojić Early Release Decision*; *Prosecutor v. Franko Simatović*, Case No. MICT-15-96-ES.1, Decision on the Application for Early Release of Franko Simatović, 29 August 2023 (public redacted version); *Prosecutor v. Milivoj Petković*, Case No. MICT-17-112-ES.5, Decision on the Early Release of Milivoj Petković, 16 December 2021 (public redacted version). In relation to Sreten Lukić, whose early release in October 2021 was also subject to strict conditions, these conditions remained in force until the completion of Mr. Lukić's sentence on 7 January 2026. See *Prosecutor v. Sreten Lukić*, Case No. MICT-14-67-ES.4, Decision on the Application for Early Release of Sreten Lukic, 7 October 2021 (public redacted version), para. 95.

¹⁷ These include the United Nations Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules).

C. Representational functions

37. The President reports to the Security Council and the General Assembly pursuant to article 32 of the statute and facilitates the Mechanism's operations through engagement with the diplomatic community, the broader United Nations system and other external stakeholders, including the Mechanism's enforcement States, host States and jurisdiction States.

38. During the reporting period, the President submitted four biannual progress reports and two annual reports to the Security Council and the General Assembly.¹⁸ She presented said reports to these bodies in person and met with the Council's Informal Working Group on International Tribunals, as well as with representatives of Member States and senior officials from the United Nations Secretariat.

39. The President also conducted official visits to Rwanda and Bosnia and Herzegovina in order to engage directly with government officials and members of the affected communities. In particular, the President delivered remarks on behalf of the Mechanism at official events marking the twenty-ninth and thirtieth commemorations of the 1995 genocide in Srebrenica and participated in the thirtieth and thirty-first commemorations of the 1994 genocide against the Tutsi in Rwanda. In November 2024 and April 2025, the President also engaged with the diplomatic community in the United Republic of Tanzania, providing important updates on the status of the Mechanism's operations.

40. To promote awareness of the Mechanism's legacy and judicial findings, the President participated in several conferences and dialogues. These included a conference in Prijedor and Sarajevo in May 2024 on the detention camps in Bosnia and Herzegovina during the conflicts of the 1990s; an exchange in June 2024 with the Rwandan judiciary on judicial working methods; and a December 2024 conference marking the seventy-sixth anniversary of the Convention on the Prevention and Punishment of the Crime of Genocide. In July 2025, she spoke at the conference "Srebrenica 1995–2025: dealing with the past" in Sarajevo and engaged with young legal professionals from across Bosnia and Herzegovina. She also participated in a November 2025 conference entitled "Srebrenica: three decades fighting for the truth, justice and the Future".

41. In addition to the Registrar's activities in this regard (see section VII.M), the President continued to raise awareness and call for support in relation to the situation of the relocated persons in the Niger. In her reports to the Security Council and the General Assembly and during bilateral meetings with Member States and other stakeholders, the President reiterated that the Mechanism requires the cooperation of States in order to resolve this matter.

V. Chambers

A. Judges

42. Article 8 of the statute provides that 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 but rather receive compensation only for the days on which they exercise their functions, as assigned by the President.

¹⁸ [A/80/275-S/2025/491](#), [A/79/249-S/2024/570](#), [S/2025/749](#), [S/2025/309](#), [S/2024/836](#) and [S/2024/392](#).

43. The current judicial roster comprises 24 judges (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 Hussein Sekule (United Republic of Tanzania), Judge Lee G. Muthoga (Kenya), Judge Carmel Agius (Malta), Judge Alphons M.M. Orie (Kingdom of the Netherlands), Judge Burton Hall (Bahamas), Judge Florence Rita Arrey (Cameroon), Judge Vagn Prusse Joensen (Denmark), Judge Liu Daqun (China), Judge Prisca Matimba Nyambe (Zambia), Judge Aminatta Lois Runeni N'gum (Zimbabwe/Gambia), 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), Judge Fatimata Sanou Touré (Burkina Faso), Judge Margaret M. deGuzman (United States of America) and Judge René José Andriatinarivelo (Madagascar). The number of female judges on the Mechanism's roster is seven out of 24. All judges' current terms of office expire on 30 June 2026.

44. In carrying out their functions, the judges on the roster are provided with legal and administrative support by staff of the Chambers Legal Support Section. The legal staff are assigned to multiple matters across the branches to ensure maximum flexibility and facilitate legal research, analysis and the drafting of orders, decisions and judgments, in addition to providing individualized support to judges, as needed, in connection with their judicial work.

45. In addition to supporting the judges with their judicial work, the Chambers Legal Support Section maintains the Mechanism's case law database, which provides the public with direct access to extracts and full-text versions of key judgments and decisions rendered by the Appeals Chambers of the International Criminal Tribunal for Rwanda, the International Tribunal for the Former Yugoslavia and the Mechanism. During the reporting period, the Chambers Legal Support Section continued its efforts to ensure that the case law database is up to date and to make this valuable resource accessible to researchers, practitioners and judges as part of the assistance provided to national jurisdictions.

B. Judicial activities

46. With no more active trial or appeal proceedings in core crimes cases, the Chambers are principally focused on discharging the Mechanism's residual judicial functions. The Trial Chambers and single judges have primarily been seized of matters related to authorization and referral of contempt proceedings; adjudicating requests for access to confidential case records and for variation of witness protective measures; the case of *Prosecutor v Fulgence Kayishema*; and procedural issues following the indefinite stay of the trial against Félicien Kabuga.

47. The Appeals Chamber is responsible for appeals from judgment and review proceedings, as well as for considering appeals from decisions of a Trial Chamber or a single judge. During the reporting period, the Appeals Chamber has considered appeals pertaining to, inter alia, decisions on requests for variation of witness protective measures, the relocated persons, contempt proceedings, referred cases and assignment of counsel.

48. During the reporting period, Trial Chambers, single judges, and the Appeals Chamber collectively issued 195 decisions and orders and one review judgment. The Mechanism's strategic plan, building on the guidance provided in the report of the Secretary-General, presents proposals for the future of judicial functions for the Security Council's consideration.

1. Inactive trial: *Prosecutor v. Félicien Kabuga*

49. The trial proceedings in *Prosecutor v. Félicien Kabuga* remain indefinitely stayed following the Trial Chamber's order of 8 September 2023. During the reporting period, the Trial Chamber focused on matters relating to the monitoring of Mr. Kabuga's health, the consideration of his possible release and the recovery of legal aid funds expended in connection with his defence. The Trial Chamber held status conferences on 24 July 2024, 11 December 2024, 1 May 2025, 25 September 2025 and 17 December 2025 to discuss these issues and to enquire into Mr. Kabuga's current conditions of detention. During the reporting period, the Mechanism issued 32 decisions and orders in connection with this matter.

50. The Trial Chamber has received regular reports from the Defence in relation to its efforts to identify an appropriate State for Mr. Kabuga's provisional release. In a decision issued on 14 November 2025, the Trial Chamber determined that Mr. Kabuga was not fit to fly to Rwanda. After considering the parties' submissions, medical evidence from four independent experts and the regular reports of the Medical Officer at the United Nations Detention Unit, the Trial Chamber concluded that the evidence before it demonstrated that flying to Rwanda would pose a clear and substantial risk to Mr. Kabuga's life. The Trial Chamber further requested European States, especially those that are close to the Kingdom of the Netherlands and where Mr. Kabuga had made applications for provisional release, to reconsider accepting him onto their territories based on his current medical condition. The Prosecution appealed this decision and sought alternative relief, which the Appeals Chamber dismissed on 28 April 2026. The Trial Chamber has also issued an order requesting the assistance of a European State in transferring the contents of one of Mr. Kabuga's frozen accounts to the Mechanism to reimburse the costs of his legal defence.

51. Following the stay of trial proceedings, the Trial Chamber, composed of Judges Bonomy, El Baaj and deGuzman, works remotely, being remunerated only for a limited number of days per month. The release of Mr. Kabuga, which is contingent upon State cooperation, will largely conclude judicial oversight of this case, which has been indefinitely stayed.

2. Contempt of court and false testimony

52. In accordance with article 12, paragraph 1, of the statute, single judges of the Mechanism are responsible for conducting any trials for contempt of court or false testimony related to cases before the ad hoc Tribunals or the Mechanism, provided that such cases are not referred to a national jurisdiction in accordance with article 1, paragraph 4, of the statute. Any appeals from such trials before a single judge are to be dealt with by a three-judge bench of the Appeals Chamber of the Mechanism. During the reporting period, the Mechanism issued 31 decisions and orders in connection with its contempt and false testimony jurisdiction.

53. In relation to cases stemming from the International Tribunal for the Former Yugoslavia, the Mechanism reports that there have been no developments in the case against Petar Jojić and Vjerica Radeta. In an ongoing breach of its obligations under Chapter VII of the Charter of the United Nations, Serbia continues to refuse to arrest and transfer the accused, Mr. Jojić and Ms. Radeta, who have remained at large for over 10 years.

54. In the *Šešelj et al.* case, which was referred to Serbia for trial, on 2 September 2024, the single judge granted a Prosecution request and varied the protective measures of numerous witnesses for the purpose of the proceedings in Serbia. The Mechanism is monitoring this case through a staff monitor.

55. With regard to contempt cases stemming from proceedings of the International Criminal Tribunal for Rwanda, on 29 April 2024, a single judge of the Mechanism issued an order in lieu of indictment, charging François Ngirabatware with contempt of the Mechanism for having submitted fraudulent documents in proceedings before the Mechanism in order to obtain a portion of Mr. Kabuga's frozen assets. On 17 September 2024, another single judge referred the case to Belgium. The Mechanism is likewise monitoring this case by means of a staff monitor.

56. In a different matter, on 25 February 2025, a single judge issued an order in lieu of indictment against Peter Robinson, a defence counsel, for contempt of the Mechanism. This matter arose from events concerning alleged witness interference during the review proceeding in the case of *Prosecutor v. Augustin Ngirabatware*, information that surfaced during the trial proceedings in the contempt case of *Prosecutor v. Anselme Nzabonimpa et al.* and an extensive investigation by an amicus curiae. On 15 May 2025, the Appeals Chamber denied Mr. Robinson's appeal against the single judge's decision initiating contempt proceedings against him. On 7 November 2025, a single judge referred the contempt case against Mr. Robinson to the United States of America for disciplinary proceedings before the California State Bar. This decision is currently the subject of an appeal filed by the amicus curiae prosecutor.

3. Review proceedings: *Prosecutor v. Gérard Ntakirutimana*

57. In accordance with article 24 of the statute, a convicted person's right to the review of a final judgment issued by the ad hoc Tribunals or the Mechanism is fundamental. Review proceedings require a threshold determination by the Appeals Chamber of whether the applicant has identified a new fact that was unknown during the original proceedings, which, if established, would have been a decisive factor in reaching the verdict. If the threshold is met, a review of the judgment is authorized, further proceedings are held and a review judgment is issued. During the reporting period, the Mechanism issued 14 decisions and orders and one judgment in connection with its jurisdiction to conduct review of final judgments.

58. Specifically, in the *Ntakirutimana* case, the Appeals Chamber, composed of Judges Gatti Santana, presiding, Antonetti, Hall, N'gum and Park, on 21 May 2024, partially granted review of Gérard Ntakirutimana's convictions on the basis of Witness HH's purported recantations of his testimony before the International Criminal Tribunal for Rwanda. The testimony of Witness HH before that Tribunal exclusively underpinned Mr. Ntakirutimana's convictions for aiding and abetting genocide and extermination as a crime against humanity in relation to attacks at Gitwe Hill, near the Gitwe Primary School, in late April or the beginning of May 1994.

59. During the review hearing, held on 18 and 19 November 2024 at the Arusha branch of the Mechanism, the Appeals Chamber heard testimony from Witness HH, as well as oral submissions from the parties. The Appeals Chamber pronounced its judgment within the same week, on 22 November 2024, and, in accordance with rule 122 (c) of the Rules of Procedure and Evidence, issued its written reasons on 12 December 2024. The Appeals Chamber determined that Mr. Ntakirutimana had not demonstrated that Witness HH had credibly recanted his testimony before the International Criminal Tribunal for Rwanda. Consequently, Mr. Ntakirutimana's convictions based on Witness HH's testimony remain unaffected.

4. Proceedings related to referred cases and tracking of fugitives

60. Fulgence Kayishema was indicted by the International Criminal Tribunal for Rwanda in 2001 and, on 22 February 2012, his case was referred to Rwanda for trial. To ensure that he was apprehended, on 8 March 2019, a duty judge of the Mechanism

amended Mr. Kayishema's arrest warrant, providing for his temporary transfer to the Mechanism before his onward transfer to Rwanda.

61. Mr. Kayishema was arrested in South Africa on 24 May 2023 and has remained there ever since, subject to domestic proceedings in that State. Mr. Kayishema filed a request to revoke the referral of his case to Rwanda on 14 August 2025. On 29 October 2025, the Trial Chamber assigned to the matter dismissed three of the four grounds in support of the request to revoke the referral of his case. It also dismissed a request from Mr. Kayishema, who is represented by pro bono counsel, for the assignment of counsel remunerated under the Mechanism's legal aid system pursuant to rule 46 of the Rules of Procedure and Evidence. On 24 December 2025, the Trial Chamber dismissed the fourth ground put forward by Mr. Kayishema in his request to revoke the referral of his case.

62. On 8 January 2026, Mr. Kayishema filed an appeal against the Trial Chamber's decision denying his requests for revocation of the referral of his case to Rwanda and for assignment of counsel at the expense of the Mechanism. On 24 March 2026, the Appeals Chamber, composed of Judges Agius, Arrey, Daqun, Park and Panton, dismissed the appeal in its entirety. With judicial conclusion of this matter, the Mechanism urges South Africa to implement the warrant of arrest and transfer order. In total, the Mechanism's judiciary issued 25 decisions and orders in connection with referral activity during the reporting period.

63. With regard to the last two fugitives of the International Criminal Tribunal for Rwanda, on 13 May 2025, a single judge terminated the proceedings before the Mechanism against Ryandikayo and Charles Sikubwabo, on account of their deaths. In total, the Mechanism's judiciary issued four decisions and orders in connection with fugitive-related matters during the reporting period. There is no further fugitive-related activity.

5. Other judicial workload

64. Single judges are responsible for dealing with a wide variety of requests in the first instance in accordance with article 12, paragraph 1, of the statute. Apart from requests related to contempt of court and false testimony, during the reporting period single judges have addressed, inter alia, requests related to variation of and/or information on witness protection measures; access to confidential court records; requests for financial assistance (and transfer) of the persons relocated to the Niger; reclassification or redactions of filings; *non bis in idem* matters; and termination of proceedings.

65. During the reporting period, single judges issued 51 decisions or orders (35 in the Arusha branch and 16 in The Hague branch) in 2024 and 65 (47 in the Arusha branch and 18 in The Hague branch) in 2025. Single judges issued 26 decisions or orders (12 in the Arusha branch and 14 in The Hague branch) in the first three and a half months of 2026.

Witness protection, access to confidential material and non bis in idem

66. During the reporting period, single judges, in line with rule 86 of the Rules of Procedure and Evidence, issued 93 decisions and orders in connection with requests to access confidential material and rescind, vary or augment protective measures granted to witnesses who testified in cases before the ad hoc Tribunals or the Mechanism. The Mechanism issued one decision concerning the application of the principle of *non bis in idem* during the reporting period.

Relocated persons

67. During the reporting period, the Mechanism issued 18 decisions and orders in connection with the acquitted and released persons who were relocated to the Niger pursuant to an agreement with the United Nations. Of note, on 15 May 2024, the single judge dismissed François-Xavier Nzuwonemeye's request for an emergency medical evacuation to the Kingdom of the Netherlands for treatment, indicating that there was no legal authority to do so, but urged Mr. Nzuwonemeye to consider treatment in Rwanda and ordered the Registrar to provide as much assistance as possible for his well-being and treatment while in the Niger. On 18 July 2024, the Appeals Chamber dismissed an appeal from Mr. Nzuwonemeye in which he challenged the decision denying his request for medical evacuation to the Kingdom of the Netherlands.

68. On 24 July 2024, the single judge issued an order to show cause, inviting submissions from the Registrar and the relocated persons regarding the legal and factual appropriateness of the termination of the Mechanism's financial assistance in the Niger if relocation in Rwanda proved to be a safe and durable solution. On 22 November 2024, the single judge issued an interim order, noting the Mechanism's obligation to provide continued assistance to the relocated persons and instructing the Registrar to organize the renewal of the lease of the relocated persons' house in Niamey, provide necessary rental payment and pay monthly lump-sum settlements at a pro rata share to each of them.

69. On 21 November 2025, the single judge determined that the relocated persons had not demonstrated that they were unable to relocate to Rwanda. He further determined that the Mechanism's duty of care in this matter was not indefinite, especially when a safe and durable solution existed, but that such duty of care and fairness required that the relocated persons be provided with one additional year of financial assistance in 2026 while they sought to normalize their situation or explore returning to Rwanda. The single judge concluded that, after 31 December 2026, the Mechanism no longer had a legal and judicial obligation to provide financial assistance to the relocated persons while they remained in the Niger as part of its general duty of care towards them. This decision was not appealed.

70. With the forthcoming conclusion of the Mechanism's judicial duty of care in relation to the relocated persons, continued cooperation by Member States is required to secure a durable solution, particularly given that the rights guaranteed under the agreement between the United Nations and the Niger remain only partially implemented.

VI. Prosecutor¹⁹

71. During the period under review, the Office of the Prosecutor continued to litigate mandated residual matters while providing extensive, valued assistance to national jurisdictions prosecuting international crimes committed in Rwanda and the former Yugoslavia. As OIOS concluded in its evaluation of the Mechanism's methods and work, the assistance provided by the Office "enabled national authorities to advance complex national prosecutions of war crimes, crimes against humanity and genocide ... by providing access to evidence and information, direct prosecutorial assistance and support in addressing cross-cutting accountability challenges,

¹⁹ This section reflects the views of the Prosecutor of the Mechanism, who acts independently as a separate organ of the Mechanism pursuant to article 14 of the statute.

including tracking of fugitives and international cooperation, thereby contributing to accountability and justice for victims”.²⁰

72. The Office also made progress in planning for the Mechanism’s future and providing relevant information to the Security Council. OIOS assessed that the Office “provided clear and detailed proposals for the transfer of the assistance to national jurisdictions function”.²¹ OIOS further reported that Member States “recognized the importance of assistance for prosecution and accountability at the national level and expressed their support for the retention of the assistance to national jurisdictions function within the United Nations”.²²

73. The Office continues to manage its staff and resources in accordance with the Security Council’s instructions and expectations. As OIOS found, the Office demonstrated its “continued ability to respond to a steady demand from national jurisdictions, notwithstanding reduced staffing levels”.²³ Between November 2021 and December 2026, the Office will have reduced its staffing by 55%.

A. Assistance to national war crimes prosecutions

74. Pursuant to article 28, paragraph 3, of the statute, the Office of the Prosecutor is mandated to respond to requests for assistance from national authorities in relation to investigation, prosecution and trial of persons suspected of committing crimes during the 1994 genocide against the Tutsi in Rwanda and the conflicts in the former Yugoslavia. Consistent with the ICTR and ICTY completion strategies, further accountability for crimes committed in Rwanda and the former Yugoslavia now entirely depends on national justice sectors. As international trials concluded, the Office devoted significant efforts to developing and improving the support it provides to Member State clients in furtherance of their national strategies to achieve justice.

75. In its previous two evaluations (S/2024/199 and S/2026/100), OIOS conducted independent, evidence-based assessments of the efficacy, outcomes, impact and value of the Office’s assistance to national jurisdictions function. OIOS performed a workload analysis, undertook case studies, reviewed Office documentation, interviewed Office partners, surveyed third-party stakeholders and directly observed regional conferences involving national prosecutors and the Office.

76. Both evaluations reached the same conclusion: “Member State representatives interviewed consistently underscored the practical indispensability of the Office of the Prosecutor in supporting domestic proceedings”²⁴ and “explicitly praised the Mechanism for its timely, extensive and high-quality support”.²⁵ The large majority of stakeholders “strongly agreed or agreed that the assistance received had contributed to facilitating investigations and judicial proceedings in their jurisdictions”.²⁶ Member States “specifically commended” the Office’s Electronic Disclosure System, its familiarity with national legal systems and the provision of services in local languages²⁷ and affirmed “the effectiveness of having national

²⁰ S/2026/100, para. 29.

²¹ Ibid., para. 54.

²² Ibid., para. 56.

²³ Ibid., para. 28.

²⁴ Ibid., para. 15.

²⁵ S/2024/199, para. 24.

²⁶ Ibid., para. 27.

²⁷ Ibid., para. 24.

jurisdictions learn from concrete cases that had been processed by the Tribunals and the Mechanism”.²⁸

77. In sum, OIOS reported that Member States considered the continuation of the national assistance function to be important for five key reasons:

(a) Irreplaceable institutional memory, as the Office of the Prosecutor retains long-standing knowledge of cases, their historical context and cross-jurisdictional linkages;

(b) Unique evidence handling, given the Office’s centralized databases and records, which provide access to large volumes of material maintained under established standards that support integrity and reliability;

(c) Specialized operational skills, including expertise in fugitive tracking, investigative strategy, multi-jurisdictional coordination and mentoring of national teams;

(d) Perceived international authority and trust, as few other national institutions were seen as having comparable credibility and authority;

(e) Time-sensitive expertise, as delays caused by transferring responsibilities risk compromising ongoing prosecutions and weakening prospects for accountability as time passes.²⁹

78. Through its case studies and access to confidential Office records, OIOS conducted an evidence-based review of concrete Office activities and engagement with national partners. As OIOS reported regarding one such example:

An in-depth case study of cooperation between the Office of the Prosecutor, the French prosecutorial authorities and their Rwandan counterparts demonstrated the concrete results achieved through the Mechanism’s assistance to national institutions. Case-specific assistance, namely timely access to evidence and sustained investigative and prosecutorial engagement, helped national authorities to overcome evidentiary, procedural and cooperation constraints and advance domestic genocide prosecutions, which resulted in eight convictions since January 2024. The Office provided rapid access to key documentary evidence from the International Criminal Tribunal for Rwanda during ongoing trials, including delivering documents within 24 hours when evidentiary needs were identified in court. The Office also prepared and shared investigation dossiers to support investigations. In addition, continuous case-specific guidance, grounded in institutional knowledge of the Tribunal’s investigations and witnesses, strengthened evidentiary foundations, enabled lawful use of protected material and accelerated case progression.³⁰

Similarly, OIOS highlighted that, in another specific instance, “a notebook provided by the Office of the Prosecutor proved to be crucial evidence in a particular case, which also led to the initiation of more cases at a higher level”.³¹ The Office also shared “data on the command structure of the perpetrators, which assisted in establishing command responsibility beyond individual cases, thereby underscoring the distinctive role of Mechanism assistance”.³²

79. OIOS further assessed that the Office continuously innovated to improve its service delivery and client orientation while managing its work to ensure that its

²⁸ Ibid., para. 25.

²⁹ Ibid., para. 55.

³⁰ Ibid., para. 30.

³¹ S/2024/199, para. 27.

³² Ibid.

activities advanced strategic priorities. OIOS concluded that “the Office of the Prosecutor took steps to proactively engage with countries to meet their needs”, including “direct case assistance in the form of expertise and advice to domestic investigations and prosecutions, as well as the preparation and handing over of dossiers of evidence on potential war crimes cases”.³³ OIOS found that the Office “embedded case and strategic prioritization within delivery, through sustained partnerships with national prosecutors in Rwanda and the Western Balkans, and through cooperation with European Union member States and other States”.³⁴

80. OIOS identified specific measures taken by the Office to ensure that its efforts had high value and impact, which included establishing informal direct lines of communication with national authorities to streamline processes; implementing a “one office” policy enabling staff to work across both branches; setting up a joint task force with Rwandan and foreign prosecutors, applying a “dual-track” approach linking fugitive tracking with case development; and operationalizing trilateral and third-party cooperation models to strengthen coordination among national counterparts.³⁵ OIOS further found that the Office played an active role in facilitating regional cooperation between prosecutors, including advocacy for cooperation, requests for mutual legal assistance and the transfer of cases between jurisdictions, where applicable.³⁶ Member States also commended the Office’s contributions to revising national war crimes processing strategies, which resulted in better management of the case load, ultimately leading to transitional justice.³⁷ In addition, Office activities “prioritized support for cases of sexual and gender-based crimes”.³⁸

81. These measures were of particular importance for enabling the Office to continue to respond to a steady and high workload while reducing resource requirements. Since January 2021, the Office of the Prosecutor has received an average of more than 350 requests annually.³⁹ This increase in the number of requests was driven by the imperative of national jurisdictions to conduct investigations and judicial proceedings of war crimes.⁴⁰ Notably, Member State clients have increasingly submitted requests for direct case assistance to the Office, which are more complex and workload intensive and steadily increased between 2021 and 2025.⁴¹ Concurrently, from 2021 to 2025, the Office reduced its staffing by 40%,⁴² while additional downsizing in 2026 will bring total reductions to 55% as compared to November 2021. This is fully consistent with the Office’s track record of efficiently utilizing “skeletal” staff numbers⁴³ to meet continued high workload. Through its adaptations and innovation, the Office demonstrated a “continued ability to respond to a steady demand from national jurisdictions, notwithstanding reduced staffing levels”.⁴⁴

82. The Office is grateful to OIOS and Member States for the positive recognition of its intensive efforts to assist in national accountability for crimes committed in Rwanda and the former Yugoslavia. The Prosecutor identified this mandate as a strategic priority for the Office in 2016, and the Office has undertaken numerous efforts since then to review, strengthen and enhance the support it provides to Member

³³ Ibid., para. 20.

³⁴ S/2026/100, para. 48.

³⁵ Ibid., para. 16.

³⁶ S/2024/199, para. 18.

³⁷ Ibid., para. 27.

³⁸ Ibid., para. 20.

³⁹ Ibid., para. 23, table; S/2026/100, figure XI.

⁴⁰ S/2024/199, para. 19.

⁴¹ S/2026/100, para. 28.

⁴² Ibid., figure X and figure XI.

⁴³ S/2022/148, para. 27. See also S/2022/148, para. 32.

⁴⁴ S/2026/100, para. 28.

States. Collaboration between the Office and national partners is now at an exceptionally high level and, as Member States themselves report, is delivering important results.

83. The Office of the Prosecutor anticipates that, for the foreseeable future, its workload with respect to responses to requests for assistance from national partners will continue at the current high level and that a commensurate level of resources will be required. Member States have a great need for the Office's support, across a wide range of areas, to achieve their national accountability goals. In relation to Rwanda, the National Public Prosecution Authority of Rwanda is currently pursuing more than 1,000 fugitives worldwide. In relation to the former Yugoslavia, Member States throughout the region have adopted national war crimes strategies to address a backlog of thousands of cases in total. Third-party States around the world are still investigating and prosecuting persons present in their territories, often falsely claiming refugee status, for crimes committed in Rwanda and the former Yugoslavia. In addition to the large volume of requests for assistance, requests from Member States continue to be increasingly complex, including for legal expertise and in-depth analysis.

84. The Office's mandate under article 28, paragraph 3, of the statute to assist Member States prosecuting crimes committed during the 1994 genocide against the Tutsi in Rwanda and conflicts in the former Yugoslavia is essential for securing greater justice for more victims of atrocity crimes. In the Office's view, it is critical that the United Nations continue to provide such support to Member States' accountability efforts, in accordance with the statute and the completion strategies of the International Criminal Tribunal for Rwanda and the International Tribunal for the Former Yugoslavia.

B. Residual litigation

85. During the period under review, the Office of the Prosecutor continued to litigate residual matters related to the *Kabuga* and *Kayishema* cases. In *Kabuga*, the Office advocated that Mr. Kabuga should be provisionally released to Rwanda, his country of nationality. In *Kayishema*, the Office argued that South Africa should be directed to immediately transfer Mr. Kayishema to the Mechanism's custody so that he can be transferred to Rwanda for trial. Unfortunately, as of the end of the reporting period, Mr. Kabuga remains detained in the United Nations Detention Unit and Mr. Kayishema remains in South Africa.

1. Prosecutor v. *Félicien Kabuga*

86. On 8 September 2023, the Trial Chamber issued its decision imposing an indefinite stay of proceedings in the *Kabuga* trial and noting that it would expeditiously consider the issue of Mr. Kabuga's provisional release. Provisional release in this context would mean Mr. Kabuga's release from the Mechanism's custody while still under indictment, in light of the fact that the trial will not resume. Thirty-two months later, Mr. Kabuga remains detained in the United Nations Detention Unit under the Mechanism's custody and financial responsibility for his around-the-clock medical and personal care. Mr. Kabuga's efforts to obtain permission from two European States to reside in their territories have failed. The Kingdom of the Netherlands also has unequivocally stated that Mr. Kabuga cannot be released onto its territory. The Office of the Prosecutor's proposal to have Mr. Kabuga provisionally released to Rwanda, his country of nationality, was denied by the Trial Chamber, and the Office's appeal against that decision was dismissed.

87. Félicien Kabuga was arrested in France on 16 May 2020, where he was living as a fugitive under a false identity and harboured by his European-based family members. Mr. Kabuga and his family now wish for him to be granted permission to reside legally in a European State while on provisional release. Mr. Kabuga's repeated requests to France and another European State have been uniformly rejected and his challenges to those refusals have been unsuccessful.

88. The unnamed European State rejected Mr. Kabuga's first application for a residence permit in November 2023. The European State further informed the Trial Chamber of the substantive reasons for this rejection in February 2024. Subsequently, Mr. Kabuga filed an additional request for a residence permit in May 2024. That additional request remains pending.

89. Similarly, in February 2024, French authorities, following a request from Mr. Kabuga, refused permission for him to reside in France. On 19 July 2024, Mr. Kabuga challenged the decision to refuse to issue him a residency permit before the Administrative Court of Paris. In its judgment of 1 July 2025, the Court rejected his challenge. On 29 August 2025, Mr. Kabuga appealed that decision at the Administrative Court of Appeal of Paris, which was rejected on 10 December 2025. On 15 December 2025, he filed a further summary appeal before the Council of State.

90. Recognizing that it is unlikely that any European State will accept Mr. Kabuga into its territory for the purposes of provisional release, the Office of the Prosecutor has indicated from the outset that provisional release to Rwanda, Mr. Kabuga's country of nationality, should be considered, despite his strong objections. Rwanda confirmed its willingness to accept Mr. Kabuga on 12 December 2023. On 22 July 2024, the Trial Chamber issued an order noting that it might at some stage need to determine whether Rwanda is an appropriate State for Mr. Kabuga's provisional release.

91. On 29 January 2025, an independent medical expert was appointed and, on 22 April 2025, the report of the independent medical expert was submitted. The medical expert concluded that Mr. Kabuga is not "generally fit to fly", that flying him to Rwanda would put him at risk of medical deterioration, that travel to Rwanda would take Mr. Kabuga from a country with a very good health standard to a country with a lower health standard and that Mr. Kabuga benefits from contact with his family members while detained in the United Nations Detention Unit. The medical expert also stated that mitigation measures could be put in place to reduce the overall risk associated with his travelling to Rwanda. On 23 June 2025, the medical expert underscored his position that he would not give a recommendation for any person above the age of 80 to fly and provided further information on mitigation measures, indicating that a long-range flight in an air ambulance was possible.

92. On 9 September 2025, the Office of the Prosecutor filed a submission requesting the Trial Chamber to decide whether to provisionally release Mr. Kabuga to Rwanda. The Trial Chamber denied that request on 25 September 2025.

93. On 5 November 2025, the Office of the Prosecutor filed an expert opinion from an air ambulance doctor. That expert opinion noted that the independent medical expert's conclusion that Mr. Kabuga is not "generally fit to fly" applies only to travel on commercial aircraft, not private air ambulances. Private air ambulances, in contrast to commercial aircraft, are able to transfer essentially any patient, with any disease severity, safely and seamlessly over large distances. In this regard, private air ambulances have a rate of adverse clinical events similar to or lower than hospitals. The expert opinion concluded that transferring a person of Mr. Kabuga's health and with chronic comorbidities would be relatively straightforward and uneventful.

94. On 14 November 2025, the Trial Chamber issued its decision finding that Mr. Kabuga is not fit to fly to Rwanda. The Trial Chamber decided not to consider the expert opinion from the air ambulance doctor submitted by the Office on 5 November 2025. The Trial Chamber further recalled that the Mechanism has a duty of care towards indicted persons, which includes inquiring whether their life or liberty would be at risk. The Trial Chamber decided that flying Mr. Kabuga would pose a clear and substantial risk to his life, and that, therefore, in the absence of his consent, flying him to Rwanda would be inconsistent with the Mechanism's duty of care. The Trial Chamber noted that the difficulty of finding a State for Mr. Kabuga's provisional release should be remedied by the Security Council, which had not made provision for the release of persons who are unwilling to return to their country of nationality, as is the case for Mr. Kabuga and the International Criminal Tribunal for Rwanda convicts and acquitted persons currently residing in the Niger.

95. On 1 December 2025, the Office of the Prosecutor filed its appeal or, in the alternative, motion for reconsideration, to the Appeals Chamber. The Office argued that the Trial Chamber erred in allowing the defence to control the process of Mr. Kabuga's provisional release, gave inappropriate deference to Mr. Kabuga's preferences in assessing the Mechanism's duty of care and ignored relevant expert opinion that Mr. Kabuga could safely fly to Rwanda. The Office further argued that the Trial Chamber's inappropriate deference to Mr. Kabuga's consent and family preferences had had immense financial, institutional and diplomatic consequences for the Mechanism, and that continuing to provide him with around-the-clock daily living and medical care at the Mechanism's expense was not justified.

96. On 28 April 2026, the Appeals Chamber dismissed the Office of the Prosecutor's appeal. The Appeals Chamber found that the Trial Chamber did not abuse its discretion in managing the issue of Mr. Kabuga's provisional release, did not commit a discernible error by disregarding evidence concerning the risk of flying him to Rwanda and did not err in its interpretation of the Mechanism's duty of care towards him. The Appeals Chamber further expressed its concern that Mr. Kabuga remained in detention more than two and a half years after the end of the trial. The Appeals Chamber invited the Trial Chamber to consider vacating the order for Mr. Kabuga's detention on remand.

97. With full respect for judicial independence, the Security Council may wish to consider alternative avenues to resolve this matter.

2. *Prosecutor v. Fulgence Kayishema*

98. Fulgence Kayishema was arrested by the Office of the Prosecutor and South African authorities on 24 May 2023 in Paarl, South Africa. Three years later, he remains in South Africa. Mr. Kayishema has successfully thwarted his trial and the justice process by raising matters before the Mechanism while refusing to surrender to its custody, delaying litigation and playing the Mechanism and South African courts against each other.

99. Notably, Mr. Kayishema was able to delay litigation regarding his request to revoke the referral of his case to Rwanda for trial. The decision to refer his case to Rwanda for trial was issued in 2012. He first notified the Office of his intention to raise matters before the Mechanism in December 2023. On 21 May 2024, he announced his intention to challenge before South African courts the execution of the Mechanism's warrant of arrest and his transfer to the Mechanism's custody. On 10 October 2024, Mr. Kayishema filed a notice announcing his intention to file a request for revocation of the referral of his case to Rwanda for trial. On 11 January 2025, Mr. Kayishema filed a motion for partial and temporary stay of the referral decision, which was denied on 14 February 2025. On 24 February 2025, he filed a

motion for variation of the word limit for the announced request for revocation, which was granted on 5 March 2025. On 5 June 2025, he filed a motion for the assignment of a Trial Chamber to consider the announced request for revocation.

100. Finally, on 12 August 2025, 10 months after filing his notice of intention, Mr. Kayishema filed his request for revocation. On 29 October 2025, the Trial Chamber issued its decision denying three of the four grounds raised by Mr. Kayishema. On 24 December 2025, the Trial Chamber issued its decision denying the remaining ground. On 8 January 2026, Mr. Kayishema filed his notice of appeal against the Trial Chamber's decisions. On 24 March 2026, the Appeals Chamber issued its decision dismissing his appeal. Accordingly, 18 months passed between Mr. Kayishema's announcement of his intention to seek revocation of the referral of his case to Rwanda for trial and a final decision on the matter by the Appeals Chamber.

101. In that time, Mr. Kayishema also delayed proceedings in South Africa by playing the Mechanism and South African courts against each other. Mr. Kayishema was first brought before a South African court on 15 August 2023. After a number of postponements, in October 2024, he requested a delay in the South African proceedings so that he could request the Mechanism to revoke the referral of his case to Rwanda for trial. This request was granted and the South African court imposed a deadline of 28 February 2025 for filing the revocation request before the Mechanism, which Mr. Kayishema did not disclose to the Mechanism. After he failed to meet this deadline, he requested a delay in the South African proceedings until 26 March 2026, which was granted. On 26 March 2026, the South African proceedings were delayed again until 18 June 2026, when they are likely to be further postponed. As a result, Mr. Kayishema's delays in litigating his revocation request before the Mechanism also led to delays in the proceedings before the South African court. He still intends to challenge in South African courts his transfer to the Mechanism's custody and the existing judicial determination that he would receive a fair trial in Rwanda.

102. Before both the Mechanism and South African courts, Mr. Kayishema has argued that he could not be transferred to Rwanda for trial because, he claimed, the Government of Rwanda was attempting to harm or assassinate him while in South African custody. This allegation was based on information provided by a source to South African authorities in September 2024. Mr. Kayishema initially raised this allegation before the Mechanism on 10 October 2024, although he withheld this information from the Office of the Prosecutor. He raised it again before the Mechanism on 9 January 2025 and 12 August 2025, again withholding this information from the Office. Following investigations by South African authorities, it was determined that the allegation was unfounded, came from a rogue source and was likely orchestrated by individuals with an ulterior motive. No information was obtained to substantiate any threat to Mr. Kayishema from the Government of Rwanda.

103. The Office believes that, realistically, proceedings in South Africa to challenge Mr. Kayishema's transfer to the Mechanism's custody are likely to continue for a number of years to come. Even if a South African court decides that Mr. Kayishema should be transferred, he is likely to pursue all available appeals. It cannot be excluded that South Africa will decide not to transfer Mr. Kayishema to the Mechanism. A trial and appeal in Rwanda, if any, is projected to require another seven to nine years.

104. With full respect for judicial independence, the Security Council may wish to consider what measures may be available to expedite Mr. Kayishema's trial.

C. Management and future planning

105. The Office of the Prosecutor is committed to managing its staff and resources in line with the instruction of the Security Council that the Mechanism be a small, temporary and efficient structure. The Office of the Prosecutor continued to be guided by the views and requests of the Council, as set forth in, *inter alia*, paragraphs 18 to 20 of resolution 2256 (2015), paragraphs 7 and 8 of resolution 2422 (2018), paragraphs 8 and 9 of resolution 2529 (2020) and paragraphs 7, 9 and 10 of resolution 2637 (2022). An important part of those efforts is the Prosecutor's "one office" policy on integrating the staff and resources of the Office of the Prosecutor across both branches. Under this policy, staff and resources are flexibly deployed on matters arising from either branch, as necessary.

106. The Office of the Prosecutor has dedicated significant efforts to developing and providing options to the Security Council, as requested in resolution 2637 (2022), for the transfer and completion of the Mechanism's remaining residual functions. As OIOS concluded, the Office of the Prosecutor provided clear and detailed proposals for the transfer of the assistance to national jurisdictions function in the report requested by the Council, with budgetary and administrative implications outlined.⁴⁵ In the view of the Office of the Prosecutor, these options should be assessed along two critical dynamics: (a) to ensure that Member States continue to receive the support they need to achieve justice in domestic proceedings; and (b) to enable a "significant reimagining of the Mechanism's structure and operations until its orderly closure"⁴⁶ so that the Mechanism can meet the Council's expectations for a small, temporary and efficient structure, whose functions will diminish over time.

107. The Office of the Prosecutor concludes that the transfer of its assistance to national jurisdictions function, together with its electronic evidence collection and its staff with the necessary expertise,⁴⁷ to the Secretariat fully satisfies both objectives. The Office of the Prosecutor accordingly strongly supports this option.

108. As the Office of the Prosecutor has noted previously, its assistance to national jurisdictions function is a technical function that involves complex operational engagement with Member State clients. Providing technical assistance and operational support to Member States are core activities of the Secretariat, with which the assistance to national jurisdictions function naturally and seamlessly aligns. Member States shared their views with OIOS that the assistance function can be transferred from the Mechanism to another United Nations entity. As OIOS reported:

When discussing the potential receiving entity for this function, the Member State representatives recognized the importance of assistance for prosecution and accountability at the national level and expressed their support for the retention of the assistance to national jurisdictions function within the United Nations. They said that even if the Mechanism were to close in the next few years, the function should remain within a United Nations entity, highlighting that the services provided by the Office of the Prosecutor required vast amounts of knowledge and evidence that would otherwise be unobtainable to national jurisdictions.⁴⁸

109. Similarly, as the Mechanism's strategic plan outlines, transfer of the assistance function to the Secretariat would enable and advance significant organizational restructuring and resource reductions for the Mechanism. The transfer of the

⁴⁵ S/2026/100, para. 54.

⁴⁶ S/2025/785, para. 2.

⁴⁷ S/2025/786, para. 56.

⁴⁸ S/2026/100, para. 56.

assistance function, together with the transfer of the archives, would represent meaningful change for the Mechanism, including reduced staffing requirements, reduced information technology requirements and reduced space requirements, which would translate into important cost reductions at the Mechanism. In addition, transfer of the assistance function would align the Mechanism's functions with its temporary nature. Domestic justice for crimes committed in Rwanda and the former Yugoslavia will continue for at least the next decade, and Member States' needs for assistance will remain at a high level. Transferring the assistance function to the Secretariat will help to ensure that Member States continue receiving the support they require to meet their strategic goals for as long as justice remains a national priority.

110. The Office of the Prosecutor recognizes that change at the Mechanism is urgently needed and that the Mechanism's activities should be brought to an orderly closure. Transferring the assistance to national jurisdictions function to the Secretariat responsibly addresses both Member States' continuing needs and the strategic imperative for a transformation of the Mechanism.

D. Implementation of the recommendations of the Office of Internal Oversight Services

111. OIOS made two important recommendations to the Mechanism in its most recent evaluation. Regarding recommendation 2, the Office of the Prosecutor has led the process to develop a time-bound plan with resource implications. Regarding recommendation 1, the Office of the Prosecutor is providing input to the Registry regarding the archives to ensure access for ongoing national investigative and prosecutorial processes. In particular, the Office of the Prosecutor is advocating that all public judicial records be made available to the public through the Mechanism's website.

112. The Office of the Prosecutor worked to address an outstanding recommendation from the 2024 OIOS assessment, recommendation 4, which the Office of the Prosecutor accepted in full. As OIOS rightly recognizes, the Office of the Prosecutor's activities moving forward will be focused on providing support to Member States, and it will continue to strengthen its client orientation accordingly. The Office of the Prosecutor also agrees that statistics regarding requests for assistance and feedback from client Member States are key indicators of the Office of the Prosecutor's workload and demonstrate the value and impact of its activities. The Office of the Prosecutor has already strengthened its statistics and indicators and developed a client satisfaction survey. It anticipates that this recommendation will be closed in the coming period.

E. Conclusion

113. The Office of the Prosecutor is grateful for the OIOS report and its positive assessment of the efficacy, outcomes, impact and value of the Office of the Prosecutor's assistance to national jurisdictions function. The Office of the Prosecutor is particularly pleased that OIOS recognized that the Office of the Prosecutor has established deep and sustained cooperation with Member States and is delivering services to them that are highly valued and produce tangible results. Through its engagement with Member State clients, the Office of the Prosecutor proactively identified their needs and provided effective assistance in response, which it is uniquely placed to do in light of its developed knowledge and expertise. The Office of the Prosecutor is particularly appreciative that Member States consistently underscored the practical indispensability of its support to domestic proceedings. The

Office of the Prosecutor welcomes the fact that more Member States are increasingly requesting that it provide additional support and assistance across a range of critical investigative and prosecutorial areas.

114. The Office of the Prosecutor fully supports the Security Council's wish for concrete plans and proposals to terminate or transfer Mechanism activities and to move decisively towards the orderly closure of the Mechanism. The Mechanism has successfully completed the most essential aspects of its mandate, namely, accounting for all fugitives and finishing the last trials and appeals transferred from the International Criminal Tribunal for Rwanda and the International Tribunal for the Former Yugoslavia. In this context, options are available for significantly changing the Mechanism's mandate in a manner consistent with the completion strategies, national ownership of the justice process and the Mechanism's temporary nature. The Office of the Prosecutor stands ready to provide additional information, answer any questions and support, in whatever way it can, the Council's deliberations.

VII. Registry support for Mechanism activities

115. The Registry, under the leadership of the Registrar, is responsible for the administration and servicing of the Mechanism across both branches pursuant to article 15 of the statute, providing critical support to the remaining judicial activities and other mandated functions. It ensures the efficient operation of the Mechanism's functions by overseeing human resources, safety and security, facilities management and information technology services, as well as budget, finance, procurement and regulatory compliance. The Registry continued to provide seamless and prompt support to all activities, despite the need for additional State cooperation and significant cuts in posts. During the reporting period, the Registrar oversaw a 34% reduction in staff. During the course of 2026, an additional 13% will be cut. Since 2022, the Registry has reduced its staffing by 59%.

A. Support to judicial functions

116. The Registry continued to support all remaining court-related operations, implement judicial orders, including in relation to protected victims and witnesses who testified before the ad hoc Tribunals and the Mechanism, and make oral and written representations in relation to a range of matters. The Registry has administered and implemented technology applications for court proceedings and judicial plenaries, provided interpretation services, prepared transcripts of proceedings and their translations, and processed documents, filings and exhibits presented in court.

117. In particular, the Registry at both branches supported the *Ntakirutimana* case, including the review hearing and the pronouncement of the judgment on 22 November 2024 in Arusha.

118. In the *Kabuga* case, the Registry at The Hague branch supported five status conferences under rule 69 of the Rules of Procedure and Evidence and played a key role in achieving institutional resource savings by effectively implementing remote participation for parties and judges. In addition, the Registrar spearheaded the conversion of the conference room in The Hague into a simplified courtroom, which hosted the status conference held in December 2025. The Registry's Information Technology Support Section and Judicial Records Unit implemented the innovative project, which allowed for the decommissioning of the Mechanism's only remaining courtroom in The Hague at the end of December 2025. Alternative court arrangements

for The Hague branch are also being explored, should temporary courtroom facilities be required in the future.

119. In relation to contempt proceedings, the Registry supported judicial activity in the *Šešelji et al.*, *François Ngirabatware* and *Robinson* cases. For the *Šešelji et al.* case, it transmitted 402 certified judicial records and 141 audiovisual recordings to the Office of the Prosecutor for onward transfer to the relevant Serbian authorities. In the *François Ngirabatware* case, it provided 24 certified judicial records and seven audiovisual recordings to the amicus curiae for onward transmission to the relevant Belgian authorities. In the *Robinson* case, the Registry provided the necessary out-of-court support, mainly related to the management and service of judicial documents.

120. In relation to other judicial proceedings, the Judicial Records Unit processed and disseminated more than 3,019 judicial filings, including 768 Registry legal submissions, comprising a total of 32,185 pages. It also created and distributed 16 transcripts and coordinated court hearings for a total of eight sitting days. The Registry will continue to provide judicial support services to the Mechanism's ongoing judicial functions as necessary.

121. The Judicial Records Unit also assisted with the President's assessment and decision-making regarding the current status of restricted-access records from the ad hoc Tribunals and the Mechanism, which had been maintained outside the judicial records databases due to their high sensitivity. Pursuant to the President's instruction, the Judicial Records Unit has, to date, lifted the restricted-access designation of 220 records in three Mechanism cases.

122. During the reporting period, the Language Support Services provided approximately 29,000 pages of translations in support of ongoing judicial proceedings and other activities of the Mechanism. Additionally, at the Arusha branch, the Language Support Service translated 12 judgments of the International Criminal Tribunal for Rwanda and one review judgment of the Mechanism into Kinyarwanda. At The Hague branch, Language Support Service translated one appeal judgment of the International Tribunal for the Former Yugoslavia, three appeal judgments of the Mechanism, and one review judgment of the Mechanism into French. It further translated two connected external judgments, required for use in Mechanism proceedings, into English. Three judgments of the International Criminal Tribunal for Rwanda are currently being translated into Kinyarwanda, while four judgments of the International Tribunal for the Former Yugoslavia are awaiting translation into French, of which two are in progress. There is no Mechanism judgment remaining to be translated into either Kinyarwanda or French.

123. The availability of all judgments in languages that the convicted persons understand is critical to ensuring fair and transparent judicial proceedings and is also closely linked to their right to file requests for review of judgment. Moreover, making judgments available in Bosnian-Croatian-Serbian and Kinyarwanda is vital for ensuring their accessibility to affected communities and for preserving the Mechanism's legacy.

124. Regarding legal aid and defence matters, the Registry maintains a list of recognized counsel pursuant to rule 43 of the Rules and reviews and approves the qualifications and credentials of pro bono counsel, whose details are maintained in a separate list. Across both branches, the Mechanism provided financial, administrative and logistical assistance to approximately 70 defence and amicus curiae personnel in 51 teams, who were predominantly engaged in pro bono work on post-conviction proceedings, including regarding early release, potential requests for review of judgment and the relocation of acquitted or released persons. During the reporting period, 180 legal aid invoices, travel requests and related expense reports were

processed. The Registry expects that it will be required to continue to administer defence services in view of the Mechanism's continuing responsibilities related to post-conviction matters.

125. Moreover, following the Registrar's determination that Mr. Kabuga is non-indigent and capable of fully funding his defence,⁴⁹ the Registry, in consultation with the Trial Chamber, continued to pursue the recovery of legal aid funds provided to him.

B. Closure of Kigali field office

126. The Kigali field office was officially closed on 31 August 2024 and its liquidation completed on 18 October 2024. In accordance with the relevant OIOS recommendation (see [S/2024/199](#)), the Registry applied lessons learned and best practices from the 2023 closure of the Sarajevo field office in the process.

127. To ensure a smooth cessation of activities and a seamless transition of essential medical care services following the closure of the Kigali field office medical clinic, the Registry engaged key Rwandan stakeholders through a joint working group comprising representatives of the Registry, local stakeholders and the Government of Rwanda. The Registry also consulted with the Office of Legal Affairs on the legal modalities of transferring non-judicial confidential data and contacted approximately 500 protected witnesses to request their explicit consent for the transfer of certain confidential information to the Rwandan authorities. Following a subsequent order of a single judge of the Mechanism authorizing limited disclosure in relation to several hundred protected witnesses, the Registry transferred relevant personal and medical data to the designated authorities.

128. To allow for sufficient time for the relevant governmental entities to fully take over medical support for a large number of victims and witnesses following the transfer, the Mechanism provided additional medical and nutritional support directly to the victims and witnesses from September to December 2024.

129. The Registry concluded a memorandum of understanding with the United Nations Children's Fund (UNICEF) in Rwanda, enabling the accommodation of a limited number of staff of the Office of the Prosecutor at the UNICEF premises in Kigali following the closure of the field office.

C. Legal and regulatory framework

130. In terms of the Mechanism's legal and regulatory framework, the Registrar and his Office provided substantive input with regard to proposed amendments of the Rules and revisions to practice directions during the reporting period. In addition, the Registry continued to ensure the timely and clear publication of changes to the framework, including amendments to the Rules adopted by the plenary of judges, as well as the issuance of revised Practice Directions (see section IV.A).

131. The Registry also updated important administrative documents. In particular, it updated, on an annual basis, the hourly rates applicable to defence and amicus curiae teams, as well as the amounts in the lump-sum policy. On 26 June 2024, the Registry issued a guide on submitting requests for assistance addressed to and/or through the Registry. On 22 August 2024, the Commanding Officer of the United Nations

⁴⁹ *Prosecutor v. Félicien Kabuga*, Case No. MICT-13-38-T, Decision on Indigency of the Accused, 6 October 2023 (public with confidential and ex parte annexes).

Detention Unit issued guidelines on serving documents upon detainees for administrative or legal proceedings not pending before the Mechanism.

D. Victim and witness protection

132. Pursuant to article 20 of the statute, the Mechanism is responsible for the judicial, rather than physical, protection of witnesses who have testified in cases completed by the ad hoc Tribunals, as well as witnesses who have appeared or may appear before the Mechanism.⁵⁰

133. Approximately 3,200 witnesses benefit from judicial and/or extrajudicial protective measures in line with the Mechanism's statutory obligations. The Witness Support and Protection Unit implements judicial and non-judicial protective measures for those who have testified in cases before the ad hoc Tribunals or the Mechanism. This includes monitoring and assessing threats to ensure that protective measures for specific victims and witnesses remain effective and coordinating responses to security-related requirements with national authorities.

134. During the reporting period, the Witness Support and Protection Unit implemented 54 judicial orders regarding requests for the rescission, variation, or augmentation of protective measures, which required the Unit to contact 145 protected victims and witnesses for their views and consent. The Unit, at both branches, also provided detailed information to the President in relation to eight early release requests that impacted 916 witnesses.

135. Following the closure of the Sarajevo field office in 2023, the Mechanism continued its direct cooperation with local government and non-governmental entities. Staff of the Witness Support and Protection Unit in The Hague liaised with national counterparts in the countries of the former Yugoslavia to support local investigations and prosecutions and travelled to the region to address protection and support issues, when necessary.

136. Pending the closure of the Kigali field office, the Kigali medical clinic delivered medical, nutritional and psychological services to over 500 witnesses, involving more than 2,670 consultations. Following the transfer of medical support services to the Rwandan authorities in mid-September 2024, the Witness Support and Protection Unit at the Arusha branch established direct communications with the Rwandan entities responsible for continuing medical services to victims and witnesses after the closure of the field office. Additionally, a 24/7 helpline has been set up to provide witnesses with a reliable channel for reporting any concerns and providing access to immediate assistance. This initiative ensures that support is always available, reinforcing the Mechanism's commitment to the safety and well-being of witnesses. OIOS has reported that victims and witness advocacy groups have expressed positive views on the Mechanism's handing over of direct support services to national authorities (see S/2026/100, para. 18).

137. In The Hague, the Witness Support and Protection Unit assisted in facilitating the testimony before national jurisdictions of three relocated witnesses, ensuring that the non-judicial protective measures in place for the safety of these witnesses remain effective. Regular interactions continued to take place with counterparts at local courts to ensure the ongoing protection and support of witnesses, and expert knowledge has been shared with other United Nations entities. Witnesses also continued to have direct access to staff regarding any protection- or support-related

⁵⁰ Further information in relation to the protection of victims and witnesses is available at www.irmct.org/en/about/functions/witnesses.

issues, and The Hague branch continued to provide necessary support to national jurisdictions that have accepted relocated witnesses into their territories.

138. The Witness Support and Protection Unit is working closely with the Mechanism Archives and Records Section to establish a transition plan to mitigate any potential risk of disruption to data management, witness support, and protection during the future transfer of the archives.

139. The responsibilities of the Witness Support and Protection Unit will continue to be relied upon in the future to support assistance to national jurisdictions and determinations on early release applications. With respect to the limited number of relocated witnesses, this means providing support until the last member of each witness's immediate family has passed away.

E. Detention facilities

140. The Registry continues to manage the United Nations Detention Unit in The Hague, which currently houses two convicted persons awaiting designation or transfer to an enforcement State, as well as Félicien Kabuga, pending the identification of a State for his release (see sections IV.B.4 and V.B.1). During the reporting period, the Mechanism has actively engaged with Member States to identify enforcement States for the remaining convicted persons, which remains a priority. The Registry has also supported the efforts of Mr. Kabuga's defence team to secure a State for his provisional release, as ordered by the Trial Chamber.

141. Through its legal and regulatory framework,⁵¹ regular status conferences⁵² and independent inspections, the Mechanism continued to ensure alignment with paragraph 16 of Security Council resolution 2740 (2024), which underscores the importance of ensuring the rights of persons detained on the authority of the Mechanism, in accordance with applicable international standards, including those related to healthcare.

142. The United Nations Detention Unit continued to be regularly inspected by ICRC to ensure that the Mechanism's rules of detention⁵³ are properly applied and that it operates in accordance with international standards. Noting the Security Council's attention in its resolution 2740 (2024) to ensuring that such standards are maintained, the President, with the agreement of ICRC, shared with permanent, current and incoming Member States of the Security Council and jurisdiction States a report of ICRC on its December 2024 inspection of the Unit and invited those Member States to visit the facility with her and the Registrar. During the visit, the Commanding Officer delivered a briefing on the Unit's prisoner-centred approach and tailored care. Representatives were able to tour the premises, including the modern specialized hospital facilities, where two of the Mechanism's detainees are primarily housed.

143. Discussions continued with the host State on the Mechanism's residual detention requirements and its intention to close the United Nations Detention Unit. The Government of the Kingdom of the Netherlands has given a provisional

⁵¹ International Residual Mechanism for Criminal Tribunals Regulations on the Complaints Procedure for Detainees, MICT/25, 5 December 2018. See also Rules of Detention, rules 91–97; International Residual Mechanism for Criminal Tribunals Regulations on the Disciplinary Procedure for Detainees, MICT/24, 5 December 2018, Regulations 8 and 10; and International Residual Mechanism for Criminal Tribunals Regulations on the Supervision of Visits to and Communications with Detainees, MICT/23, 5 December 2018, regulation 23.

⁵² See Rules of Procedure and Evidence, rule 69.

⁵³ Rules Governing the Detention of Persons Awaiting Trial or Appeal before the Mechanism or Otherwise Detained on the Authority of the Mechanism, 5 November 2018.

indication of its willingness to temporarily detain any accused persons in a future contempt case should that be necessary. Regrettably, it has declined to temporarily detain in its own prison facilities the persons who currently remain housed at the Unit and any persons convicted of core crimes who may be required to return to the custody of the Mechanism. The consequence of this decision, in the absence of an agreement from the Government of the Kingdom of the Netherlands to reduce rent for the Unit, is that the international community will continue to pay approximately \$3 million annually in rental and staffing costs as long as the three individuals currently in the Mechanism's custody remain there.

F. Supervision of enforcement of sentences

144. The Registry delivers legal, diplomatic and administrative support, assisting the President in supervising the enforcement of sentences imposed by the ad hoc Tribunals and the Mechanism.

145. In particular, the Registry, in coordination with the President, communicates with (potential) enforcement States, convicted persons and/or their counsel, international monitoring bodies such as ICRC and the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment, and the United Nations Development Programme. In accordance with the Mechanism's revised Practice Direction on early release, at the President's direction, the Registry also obtains and prepares information to assist the President's decision-making on convicted persons' requests for pardon, commutation of sentence or early release. Furthermore, the Registry ensures the implementation of (conditional) early release decisions, as well as releases at full sentence.

146. The Registry at both branches continues to work in close cooperation with authorities in the enforcement States and with international inspection bodies.

G. Monitoring of cases referred to national jurisdictions

147. Under the overall supervision of the President, the Registry facilitates the Mechanism's statutory monitoring of cases referred to national courts by the ad hoc Tribunals and the Mechanism, providing logistical support, including the appointment of, and communication with, monitors.

148. During the reporting period, the Registry arranged and further supported effective monitoring of two contempt cases: the *Šešelj et al.* case and the *François Ngirabatware* case (see section V.B.2). Both referred cases are monitored by experienced Mechanism staff members appointed by the Registrar in consultation with the President. During the reporting period, nine monitoring reports were filed in the *Šešelj et al.* case. Four monitoring reports were filed in the *François Ngirabatware* case.

149. A staff monitor has also been appointed in the *Kayishema* case, which was referred to Rwanda in 2012, and will commence monitoring once the accused is transferred to Rwanda.

H. Assistance to national jurisdictions

150. Pursuant to article 28, paragraph 3, of the statute, the Mechanism responds to requests for assistance from national authorities in relation to the investigation, prosecution and trial of those responsible for serious violations of international

humanitarian law in Rwanda and the countries of the former Yugoslavia.⁵⁴ The Registry plays a key role in implementing judicial orders in connection with this mandate, including through the provision of confidential and public judicial records to national authorities.

151. Specifically, the Registry received and responded to approximately 125 requests for assistance during the reporting period. Some 121,435 judicial records were provided to national authorities or parties for use in domestic proceedings in Belgium, Bosnia and Herzegovina, Canada, Croatia, France, Kosovo, Montenegro, Serbia and the United States of America regarding the conflicts in the former Yugoslavia and the 1994 genocide against the Tutsi in Rwanda.⁵⁵ Thirty-six of the requests for assistance were based on applications to vary protective measures ordered in proceedings before the ad hoc Tribunals or the Mechanism, which represents a 44% increase compared to the previous reporting period. The Mechanism expects similar activity in the coming years.

152. The Registry also provided certified electronic copies of relevant judgments of the International Tribunal for the Former Yugoslavia and the Mechanism and information on entered convictions to the authorities of Bosnia and Herzegovina. The project, aimed at facilitating the registration of convictions in the domestic criminal records of Bosnia and Herzegovina, was undertaken pursuant to a memorandum of cooperation between the Mechanism and the authorities of Bosnia and Herzegovina and was finalized on 16 June 2025.

153. Similarly, the Registry provided Serbia with certified copies of relevant judgments of the International Tribunal for the Former Yugoslavia and the Mechanism concerning Serbian nationals to facilitate the registration of their convictions in the national criminal records of Serbia. In April 2024, the Ministry of Justice of Serbia reported that the judgments had been registered in the criminal record.

154. Furthermore, ahead of the thirtieth commemoration of the 1995 genocide in Srebrenica, and to facilitate access to records for local communities, the Registry prepared and transferred 117,700 digital copies of all publicly available judicial records of cases related to the genocide, such as filings, exhibits, transcripts and audiovisual recordings, to the Srebrenica-Potočari Memorial Centre and Cemetery for the Victims of the 1995 Genocide.

155. The Registry continued to provide guidance to external stakeholders wishing to submit a request for assistance, both through a video tutorial and, on request, through the Judicial Records Unit. This included training members of national judiciaries on the organization of the judicial records of the ad hoc Tribunals and the Mechanism on the use of the Unified Court Records database and on how to submit requests for public and/or confidential records. On 5 November 2025, the Unit provided training to the Human Rights Violators and War Crimes Center of Homeland Security Investigations of the United States of America, on requests for assistance and procedures related to rule 86 of the Rules of Procedure and Evidence.

I. Archives and records management

156. The Mechanism Archives and Records Section, in line with its statutory mandate and United Nations policies, manages the archives of the ad hoc Tribunals and the

⁵⁴ Further information, as well as guidance regarding the submission of requests for assistance, are available on the Mechanism's website: www.irmct.org/en/about/functions/requests-assistance.

⁵⁵ References to Kosovo shall be understood to be in the context of Security Council resolution 1244 (1999).

Mechanism. This includes preserving and providing access to physical and digital records while safeguarding confidential information.

157. The Section currently oversees more than 4,400 linear metres of physical records, 174 artefacts and approximately three petabytes of digital data. It continues to implement its digital preservation programme to address risks such as technological obsolescence, media degradation and other vulnerabilities. During the reporting period, 255,721 digital records were migrated from over 3,383 CDs, DVDs and floppy disks to prevent loss due to disk corruption and degradation. Additionally, 33 terabytes (42,569 digital files) of audiovisual recordings of judicial proceedings, websites, email accounts and records documenting various aspects of the work of the ad hoc Tribunals were transferred into a digital repository where their long-term integrity, reliability and usability is maintained. To date, 408.8 terabytes (333,089 digital files) have been transferred, leaving 76% of the digital records still to be done. The Section is committed to expediting this work by leveraging new technologies to gain efficiencies.

158. The Mechanism Archives and Records Section prioritized the preservation of audiovisual records to mitigate the risk of loss associated with old and outdated storage media and formats. It digitized 7,745 analogue audiovisual recordings. Audiovisual records awaiting digitization stand at 5%, as compared to the previous 13%. A further 36,197 physical audiovisual recordings were assessed in order to determine their preservation needs and 300,000 digital audiovisual recordings have been appraised. Additionally, quality control and implementation of redaction orders was completed for more than 4,952 recordings of judicial hearings of the ad hoc Tribunals.

159. Separately, the Section preserved 19,300 physical files, which included digitization of 2,781 photographic exhibits and another 540 items that were on thermal paper and at high risk of loss due to fading ink.

160. The Mechanism Archives and Records Section responded to 341 requests for access to records under the access policy for the records held by the Mechanism, providing 1,556 hours of recordings, and briefed 849 visitors on the archives. It also continued to maintain physical and online exhibitions and facilitated the loan of an artefact to The Hague-based Museon-Omniversum for its United Nations-themed exhibition. The Section created 2,345 new entries in the archives catalogue. The catalogue now holds a total of 13,547 entries, of which more than 4,400 are publicly available through the online catalogue.⁵⁶ Cataloguing of the archives is a long-term undertaking. Given the size and complexity of the archives of the ad hoc Tribunals and the Mechanism, upon the transfer of the archives, this task will be handed over for completion to the next custodian.

161. To ensure compliance with policies of the United Nations,⁵⁷ the Mechanism Archives and Records Section continued to provide training and advice on record-keeping to Mechanism staff and administered the Mechanism's Electronic Document and Records Management System, which has been implemented in 11 Mechanism offices. In response to the recommendation in the Secretary-General's report (S/2025/785), the Section is expanding the use of the system to ensure that newly generated records can easily be captured and prepared for the long-term archives. In addition, in consultation with the Office of the Registrar and the Chief Administrative Officer, the Section is preparing a comprehensive plan for transferring the function of managing the archives, guided by a road map from the Archives and Records

⁵⁶ For more information, see the International Residual Mechanism for Criminal Tribunals Archives Catalogue, available at <https://irm-apw.adlibhosting.com/home>.

⁵⁷ See ST/SGB/2007/5, ST/SGB/2007/6 and ST/SGB/2012/3.

Management Section of the United Nations and ongoing consultations with the Office of Legal Affairs.

162. Furthermore, and in preparation for the transfer of the archives, the Section prioritized the appraisal and correct disposition of records that remain in Mechanism offices, in accordance with approved records retention schedules. It appraised 34 databases of the ad hoc Tribunals and 308,983 folders on shared network drives, transferring over 60,000 digital records to the archives. Simultaneously, the Section processed the transfer of 432.5 linear metres of physical records, while facilitating the destruction of expired records.

163. Archives are records deemed to be of permanent value, and they are maintained accordingly.⁵⁸ As core judicial activity has come to an end, the secondary value of the archives of the ad hoc Tribunals and the Mechanism, namely, their significance for memory, education and research, has progressively increased. Ensuring continued access to these archives is essential, as it enables individuals to search and use them, particularly within affected communities, where they serve as an important resource for understanding, accountability and historical record.

J. Budget and staffing

164. The Mechanism's 2024 budget reflected its first full year operating as a fully residual institution and the continued implementation of streamlining measures. That year closed with a balance of \$4,000 against an approved budget of \$65,459,100, with all mandated activities delivered, reflecting strong financial discipline.⁵⁹ The 2025 budget built on this progress, incorporating further reductions in post and non-post resources, including a \$1,323,600 reduction in non-post resources mandated by the General Assembly, while ensuring the effective completion of remaining work.

165. Under the UN80 Initiative, the Mechanism was required to further maximize efficiency and reduce costs in the proposed 2026 programme budget. In response, it proposed the abolishment of 44 posts and positions (20% of staffing) and a reduction of approximately \$5 million compared to the 2025 appropriation. Building on the significant reductions in prior years, the Mechanism has advanced further measures to outsource functions and has implemented an early separation programme, while maintaining its operational effectiveness. The General Assembly approved the revised 2026 budget of \$56,126,680, which included additional reductions in non-post travel resources following recommendations by the Advisory Committee on Administrative and Budgetary Questions and the Fifth Committee.

166. The table below gives an overview of the evolution of the Mechanism's budgets from 2020 to 2026.

Evolution of the budget of the Mechanism, 2020–2026

(Thousands of United States dollars)

	2020	2021	2022	2023	2024	2025	2026
Total	96 924.5	97 519.9	89 690.2	81 945.3	65 459.1	60 963.8	56 126.6

167. As at 15 April 2026, the Mechanism employed 103 staff on continuous posts and a further 97 staff on general temporary assistance positions, who assist with ad

⁵⁸ See [ST/SGB/2007/5](#), section 1 (a), which defines archives as “records to be permanently preserved for their administrative, fiscal, legal, historical or informational value”.

⁵⁹ See [A/80/412](#).

hoc needs and whose number fluctuates according to the workload. The Mechanism's staff come from 50 States. The Mechanism has exceeded the Secretary-General's gender parity goals, with women comprising more than 50% of staff at the professional level. Efforts continue to ensure gender parity across all staff categories.

168. During the reporting period, the Registrar continued to support Mechanism staff through several initiatives to promote a positive environment for work and development. In addition to comprehensive flexible working arrangements, staff were encouraged to utilize up to 10 days of study leave for training or preparation for interviews. A modest financial allocation, in the form of a study grant, was also made available in 2024 and 2025 for professional and personal development. The 2024 staff engagement survey results demonstrate that the Mechanism improved in all categories compared with the 2021 survey and was among the highest performing entities across the United Nations system in all categories of staff engagement.

169. Staff were also supported through the Mechanism's various focal points (on gender, sexual exploitation and abuse, diversity and inclusion, disability and accessibility, and conduct and discipline). During the reporting period, the focal points delivered tailor-made, in-person training on a victim-centred approach to the prevention of sexual harassment, sexual exploitation, and sexual abuse to the principals, managers, staff and non-staff personnel.

170. In 2025, the Mechanism reported for the first time in the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women. According to the performance report for 2024, the Mechanism outperformed the overall United Nations system, while aligning with the average performance of Secretariat entities. The Mechanism was commended for its organizational culture, setting a pioneering precedent within the United Nations and positioning itself as a leader in the United Nations' efforts to prevent and respond to sexual harassment, exploitation and abuse.

171. While the post of Staff Counsellor was cut, professional staff counsellors are accessible to Mechanism staff and their dependents by confidential appointment through the portal of the Joint Medical Service of the United Nations Office at Nairobi.

172. Despite significant downsizing that has reduced its membership, the Mechanism Staff Union remains functional and continues to support staff effectively.

K. Administration

173. The Registry's Division of Administration continued to support the Mechanism's operations through the provision of information technology and security and safety services, facilities management, procurement, and finance, as well as human resources and budget services, which are outlined in more detail above (sect. VII.J).

174. Since 2015, the Mechanism has progressively outsourced administrative support to United Nations service centres, namely the United Nations Office at Nairobi and the United Nations Office at Geneva, where services have included payroll, trust fund accounting, preparation of financial statements and asset accounting, the administration of staff entitlements and benefits, and some procurement functions. During the reporting period, the Mechanism further outsourced recruitment activities to the United Nations Office at Nairobi.

175. The Mechanism now hosts staff from both the World Food Programme and the Food and Agriculture Organization of the United Nations at its Arusha branch premises and staff of the Residual Special Court for Sierra Leone at its premises in The Hague. These entities are hosted on a cost-recovery basis.

L. Information dissemination

176. The Mechanism's External Relations Office was closed on 30 June 2024. Since then, responsibility for external relations activities has been assumed within existing resources by the three organs of the Mechanism, with the Registry supporting a number of cross-cutting functions.

177. During the reporting period, in Arusha and The Hague combined, the Mechanism welcomed more than 4,000 visits from members of the public, students and academics, law firms, national and regional judicial institutions, non-governmental organizations and government officials. Furthermore, the Registry continued to inform the public about the Mechanism's work, responded to media enquiries and facilitated access of stakeholders during key judicial hearings and other judicial activities.

178. Additionally, the Registry continued to develop and implement activities primarily aimed at communities in the former Yugoslavia and in Rwanda and engaged in a number of social media campaigns addressed to affected communities.

179. The Mechanism Information Programme for Affected Communities, funded by the European Union, remained central to the Mechanism's outreach in the former Yugoslavia during the reporting period. The Programme organized educational workshops for secondary school history teachers on the use of the archives, training approximately 150 teachers. This brings the total number of teachers trained through Programme initiatives to around 600.

180. During the reporting period, the Programme published the third volume of its Guide for History Teachers and its translations. The Guide helps educators ensure that the events of the 1990s conflicts in the former Yugoslavia are accurately reflected and supported by judicially established facts. The Guide utilizes the Mechanism's archives to foster a deeper understanding of the past, contributing to a culture of truth and reconciliation in the region. The Information Programme also supported regional conferences, youth workshops, summer schools, online lectures and reconciliation-focused events. Its Inter-University Video Lectures Programme was further expanded during the period, with the sixth and seventh cycles engaging postgraduate students from 15 faculties across the region. Participation was also temporarily extended to the University of Rwanda.

181. Digital communications remained a key pillar of outreach: 35 social media campaigns were implemented during the reporting period, reaching approximately 500,000 people, and the Mechanism's website recorded nearly 1.8 million page views. Since the inception of the Mechanism Information Programme for Affected Communities in January 2019, its social media campaigns have reached approximately 6.8 million people.

M. Relocation of acquitted and released persons

182. The Mechanism continued to extend significant efforts towards finding a durable solution to the situation of the acquitted and released persons relocated to the Niger in December 2021. More than four years later, the relocated persons remain in the Niger without the rights guaranteed to them under the agreement between the

Niger and the United Nations being completely fulfilled. Two of the persons passed away, on 6 May 2024 and 3 August 2025, respectively.⁶⁰

183. During the reporting period, the Registrar continued to lead efforts to resolve the matter, engaging with the Government of the Niger and monitoring the daily situation of the relocated persons in line with the relevant decision of the single judge. The Registry also mobilized significant resources to identify relocation States, maintaining regular contact with the relocated persons' representatives and pursuing proactive diplomatic efforts. In 2025, following an earlier OIOS recommendation, the Registrar, in consultation with the President, implemented an advocacy plan to engage the wider United Nations system in identifying long-term solutions. In accordance with the relevant reporting regime, the Registrar submitted 11 reports to the President on these efforts.

184. The Registrar provided financial support to each of the relocated persons, in line with the respective orders of the single judge,⁶¹ and covered the yearly rent for the residence of the relocated persons, as well as other expenses.

185. Pursuant to the single judge's decision of 21 November 2025, the Registry will continue to provide financial support to the acquitted and released persons and monitor their situation in the Niger until 31 December 2026, when the Mechanism will no longer have the legal obligation to provide such assistance.⁶²

186. In connection with the judicial activity triggered by the situation of the relocated persons, during the reporting period, the Judicial Records Unit processed 213 judicial filings, 77 of which originated from the Registry.

187. The situation of the relocated persons continues to impact numerous sections of the Mechanism, taking resources away from the Mechanism's mandated activities. The Mechanism's persistent endeavours to find a solution to this matter have been unsuccessful, and this situation cannot be resolved without the cooperation of Member States. The Mechanism respectfully repeats its call for direct support from Member States.

N. Evaluation by the Office of Internal Oversight Services

188. The Mechanism recently completed its engagement with the OIOS Inspection and Evaluation Division on the sixth evaluation of the Mechanism's methods and work, a biennial exercise mandated by the Security Council.⁶³ The Mechanism is grateful to the OIOS team for its professional and collaborative work, as well as the

⁶⁰ *In the Matter of François-Xavier Nzuwonemeye et al.*, Case No. MICT-22-124, Registrar's Filing in Relation to the Death of Mr. Anatole Nsengiyumva, 8 May 2024 (public with confidential ex parte annex) and Corrigendum to "Registrar's Filing in Relation to the Death of Mr. Protais Zigiraniyrazo" of 8 August 2025, 11 August 2025 (public with confidential and ex parte annex).

⁶¹ *In the Matter of François-Xavier Nzuwonemeye et al.*, Case No. MICT-22-124, Further Decision on Motions for an Order for Subsistence Funds, 4 January 2024; *In the Matter of François-Xavier Nzuwonemeye et al.*, Case No. MICT-22-124, Interim Order, 22 November 2024. See also *In the Matter of François-Xavier Nzuwonemeye et al.*, Case No. MICT-22-124, Order to Show Cause, 24 July 2024.

⁶² *In the Matter of François-Xavier Nzuwonemeye et al.*, Case No. MICT-22-124, Decision in Relation to the Order to Show Cause and Motions for an Order for Additional Subsistence Funds, 21 November 2025.

⁶³ See Security Council resolution [2637 \(2022\)](#), para. 16, in which the Security Council recalls that reviews carried out pursuant to paragraph 17 of resolution [1966 \(2010\)](#) shall include evaluation reports sought from OIOS with respect to the methods and work of the Mechanism. See also [S/PRST/2024/1](#).

important insights gained from its findings and recommendations in assisting the Mechanism to successfully fulfil its mandate in a timely and effective manner.

189. The OIOS evaluation focused on the Mechanism's approach to fulfilling its ongoing continuous activities and advancing the completion and/or transfer of its residual functions in line with its mandated vision as a temporary and efficient structure in order to inform the current review of the Mechanism by the Security Council. The OIOS evaluation report ([S/2026/100](#)) was issued on 27 February 2026.

190. The results of the evaluation indicate that, although the Mechanism has entered its sunset phase, Member States and other stakeholders continue to view the Mechanism's mandated activities as relevant and have acknowledged its effective and efficient execution of these activities despite sustained budgetary and staffing reductions. OIOS found that the Mechanism continued to deliver on its core mandate despite experiencing "significant budget and staffing cuts over the past four years". It noted the sharp decline of more than 40% in the Mechanism's overall budget appropriations since 2021 and an overall reduction in staffing of more than 43% over the same period. The final report contains two recommendations aimed at facilitating the Mechanism's transition towards the completion and/or transfer of the remaining residual functions in a responsible and sustainable manner. In relation to the first recommendation, the Mechanism has commenced identifying strategic archiving priorities with a focus on ensuring access for ongoing national investigative and prosecutorial processes, including prioritizing access to public judicial records. The second recommendation directs the Mechanism to develop a time-bound plan with resource implications for the options for the completion or transfer of functions. Following Coordination Council meetings and extensive cross-organ consultations, the Mechanism produced its strategic plan, which reflects a unified vision of the Mechanism's principals that directly responds to this recommendation. The Mechanism is grateful for the insights obtained through the evaluation and remains committed to fully implementing the recommendations of OIOS and sharing further progress in this respect.

191. The Mechanism has no pending recommendations from OIOS evaluations of the work and methods of the Mechanism prior to its 2024 evaluation ([S/2024/199](#)). In relation to the 2024 evaluation, the Mechanism has fully implemented the first three recommendations. Specifically, OIOS closed the first recommendation, which related to clarifying the respective roles and responsibilities of the President and Registrar regarding the relocation of acquitted and released persons, in 2024, while the second recommendation – to further strengthen how the Mechanism leverages partnerships with the United Nations system – was closed in 2025. The Mechanism is pleased to report that the third recommendation, to apply the lessons learned from the closure of the Sarajevo field office to the closure of the Kigali field office, has now also been closed. The fourth and final recommendation relates to the adoption of a further client orientation, including by improving statistics on assistance activities and soliciting feedback from requesters of assistance and recipients of capacity-building. The Mechanism has made substantial progress in the implementation of this recommendation and expects to submit a request for closure soon.

VIII. Conclusion

192. Despite its residual nature, the Mechanism has continued to shoulder a significant workload over the past biennium. As demonstrated in the present report, the Mechanism has made substantial progress in discharging its mandated functions while advancing the responsible and orderly drawdown of its activities. It has also refined its working methods through streamlined procedures, enhanced internal

coordination and the targeted use of external expertise in the context of diminishing resources. In this regard, the sustained commitment and professionalism of the Mechanism's judges and staff, despite the uncertainties surrounding the institution's future, deserve particular recognition.

193. As the Mechanism moves towards the completion of its mandate, appropriately finalizing the justice cycle remains key. Through its strategic plan, the Mechanism presents options on the transfer and completion of the Mechanism's functions that ensure that the international community's substantial past investments in justice and accountability are protected and that the limited but essential activities that must continue to be performed are done at a cost that Member States can support.

194. The Mechanism will continue to execute its mandate with efficiency, professionalism and integrity. The Mechanism remains grateful for the Security Council's support and looks forward to constructive engagement with the Council, including its Informal Working Group on International Tribunals, in the coming period. It stands ready to implement any decisions the Council may take to facilitate the orderly drawdown of Mechanism activities and to move it towards closure.

Enclosure I

Judgments, decisions and orders issued by the International Residual Mechanism for Criminal Tribunals as at 15 April 2026

I. President

A. Orders of the President assigning a single judge or bench

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 (as at 15 April)	Total
Arusha	10	9	43	30	42	28	16	19	15	12	21	20	30	25	10	330
The Hague	–	16	27	31	54	45	42	32	23	21	23	8	11	10	8	351
Total	10	25	70	61	96	73	58	51	38	33	44	28	41	35	18	681

B. Decisions and orders of the President on enforcement

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 (as at 15 April)	Total
Arusha	2	1	5	1	5	10	32	7	15	24	8	7	9	12	7	145
The Hague	–	2	13	18	16	14	14	15	17	21	24	24	29	26	4	237
Total	2	3	18	19	21	24	46	22	32	45	32	31	38	38	11	382

C. Decisions and orders of the President related to cases referred to national jurisdictions

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 (as at 15 April)	Total
Arusha	2	2	4	4	4	6	–	–	–	–	–	–	3	4	–	29
The Hague	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Total	2	2	4	4	4	6	–	–	–	–	–	–	3	4	–	29

D. Decisions and orders of the President (other)

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 (as at 15 April)	Total
Arusha	2	5	2	–	3	2	8	32	11	8	9	8	9	3	–	102
The Hague	–	–	1	1	7	10	27	6	9	2	3	–	1	–	–	67
Total	2	5	3	1	10	12	35	38	20	10	12	8	10	3	–	169

II. Appeals Chamber**A. Appeal or review judgments**

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 (as at 15 April)	Total
Arusha	–	–	1	–	–	–	–	1	–	–	1	–	1	–	–	4
The Hague	–	–	–	–	–	–	1	1	–	1	–	1	–	–	–	4
Total	–	–	1	–	–	–	1	2	–	1	1	1	1	–	–	8

B. Decisions and orders of the Appeals Chamber related to review proceedings

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 (as at 15 April)	Total
Arusha	1	–	1	4	11	30	28	38	–	–	1	1	16			131
The Hague	–	–	–	3	1	–	1	–	1	–	–	–	–	–	–	6
Total	1	–	1	7	12	30	29	38	1	–	1	1	16	–	–	137

C. Decisions and orders of the Appeals Chamber (other)

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 (as at 15 April)	Total
Arusha	2	11	9	9	10	2	8	13	–	6	16	4	7	5	2	104
The Hague	–	–	8	5	48	46	83	24	35	19	17	15	–	1	–	301
Total	2	11	17	14	58	48	91	37	35	25	33	19	7	6	2	405

III. Trial Chambers and single judges

A. Trial or contempt judgments

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 (as at 15 April)	Total
Arusha	–	–	–	–	–	–	–	–	–	1	–	–	–	–	–	1
The Hague	–	–	–	–	–	–	–	–	–	1	–	–	–	–	–	1
Total	–	–	–	–	–	–	–	–	–	2	–	–	–	–	–	2

B. Decisions and orders of the Trial Chambers related to trial proceedings

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 (as at 15 April)	Total
Arusha	–	–	–	–	–	–	–	–	13	42	63	44	15	12	5	194
The Hague	–	–	–	5	31	114	108	93	59	19	–	–	–	–	–	429
Total	–	–	–	5	31	114	108	93	72	61	63	44	15	12	5	623

C. Decisions and orders of Trial Chambers or single judges related to cases referred to national jurisdictions

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 (as at 15 April)	Total
Arusha	–	–	–	12	–	–	–	5	–	–	–	–	6	8	–	31
The Hague	–	–	–	–	–	–	–	–	–	–	–	–	6	–	–	6
Total	–	–	–	12	–	–	–	5	–	–	–	–	12	8	–	37

D. Decisions and orders issued by a three judge panel

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 (as at 15 April)	Total
Arusha	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	0
The Hague	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	0
Total	–	–	–	–	–	–	–	1	1	–	–	–	–	–	–	2

E. Decisions and orders of single judges related to witness protection measures

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 (as at 15 April)	Total
Arusha	5	3	27	18	27	6	2	12	6	5	10	2	20	27	12	182
The Hague	–	22	32	41	54	54	33	31	25	51	25	13	16	15	12	424
Total	5	25	59	59	81	60	35	43	31	56	35	15	36	42	24	606

F. Decisions and orders of single judges related to commencement of proceedings on contempt of court and false testimony

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 (as at 15 April)	Total
Arusha	–	1	2	–	21	7	31	105	101	61	11	13	9	12	–	374
The Hague	–	1	3	–	5	2	13	24	11	20	4	13	–	–	–	96
Total	–	2	5	–	26	9	44	129	112	81	15	26	9	12	–	470

G. Decisions and orders of single judges (other)

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 (as at 15 April)	Total
Arusha	1	5	7	17	47	21	10	4	6	4	16	12	8	3	–	161
The Hague	–	1	8	10	19	9	23	7	3	4	3	6	3	3	2	101
Total	1	6	15	27	66	30	33	11	9	8	19	18	11	6	2	262

IV. Total

A. Total judgments: 10

B. Total decisions and orders

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026 (as at 15 April)	Total
Arusha	25	37	100	95	170	112	135	235	167	162	155	111	132	111	36	1 783
The Hague	–	42	92	114	235	294	344	233	184	157	99	79	66	55	26	2 020
Total	25	79	192	209	405	406	479	468	351	319	254	190	198	166	62	3 803

Enclosure II

Public legal and regulatory instruments and policies promulgated by the Mechanism, as at 15 April 2026

A. Rules of procedure and evidence

- Amendments to the Rules of Procedure and Evidence (MICT/1/Rev.9), 9 September 2025
- Rules of Procedure and Evidence (MICT/1/Rev.9), 4 September 2025
- Practice Direction on the Procedure for the Implementation of Rule 110 (B) of the Rules of Procedure and Evidence (MICT/15/Rev.1), 4 January 2019
- Practice Direction on Procedure for the Proposal, Consideration, and Publication of Amendments to the Rules of Procedure and Evidence of the Mechanism (MICT/16/Rev.2), 24 May 2018

B. Judges

- Code of Professional Conduct for the Judges of the Mechanism (MICT/14/Rev.1), 9 April 2018

C. Judicial activities

- Guide on Submitting Requests for Assistance Addressed to and/or through the Registry, 26 June 2024
- Practice Direction on Judicial Records (MICT/42), 25 May 2023
- Practice Direction on the Use of the Electronic Court Management System (MICT/21/Rev.1), 20 February 2019
- Practice Direction on Lengths of Briefs and Motions (MICT/11/Rev.1), 20 February 2019
- Practice Direction on Requirements and Procedures for Appeals (MICT/10/Rev.1), 20 February 2019
- Practice Direction on Formal Requirements for Requests for Review of Administrative Decisions (MICT/9/Rev.1), 20 February 2019

D. Enforcement of sentences

- Practice Direction on the Procedure for Designation of the State in Which a Convicted Person is to Serve His or Her Sentence of Imprisonment (MICT/2/Rev.2), 7 May 2025
- Practice Direction on the Procedure for the Determination of Applications for Pardon, Commutation of Sentence, or Early Release of Persons Convicted by the ICTR, the ICTY or the Mechanism (MICT/3/Rev.4), 1 July 2024

E. Victims and witnesses

- Practice Direction on the Provision of Support and Protection Services to Victims and Witnesses (MICT/40), 26 November 2019
- Practice Direction on Procedure for the Variation of Protective Measures Pursuant to Rule 86(H) of the Mechanism's Rules of Procedure and Evidence for Access to Confidential ICTY, ICTR and Mechanism Material (MICT/8), 23 April 2013

F. Archives and records

- Access Policy for the Records Held by the International Residual Mechanism for Criminal Tribunals (MICT/17/Rev.1), 4 January 2019

G. Office of the Prosecutor

- Prosecutor's Regulation No 2 (2013): Requests for Assistance by National Authorities or International Organisations to the Prosecutor (MICT/13), 29 November 2013
- Prosecutor's Regulation No 1 (2013): Standards of Professional Conduct of Prosecution Counsel (MICT/12), 29 November 2013

H. Defence

- Hourly rates applicable to Defence and Amicus Curiae teams as of January 2026, 1 January 2026
- Remuneration Policies for Persons Representing Indigent Accused, Revised Amounts as of January 2026, 1 January 2026
- Code of Professional Conduct for Defence Counsel Appearing before the Mechanism and Other Defence Team Members (MICT/6/Rev.1), 14 May 2021
- Remuneration Policy for Persons Representing Indigent Convicted Persons in Post-Conviction Proceedings, upon Issuance of a Judicial Order Granting Assignment of Counsel at the Expense of the International Residual Mechanism for Criminal Tribunals, 12 April 2021
- Policy for the Appointment and Remuneration of Amici Curiae Investigators and Prosecutors in Proceedings before the International Residual Mechanism for Criminal Tribunals, 12 April 2021
- Remuneration Policy for Persons Representing Indigent Suspects and Accused in Contempt and False Testimony Proceedings before the International Residual Mechanism for Criminal Tribunals, 2 June 2020
- Remuneration Policy for Persons Representing Indigent Accused in Pre-Trial Proceedings before the International Residual Mechanism for Criminal Tribunals, 4 January 2019
- Remuneration Policy for Persons Representing Indigent Accused in Trial Proceedings before the International Residual Mechanism for Criminal Tribunals, 4 January 2019

- Remuneration Policy for Persons Representing Indigent Accused in Appeals Proceedings before the International Residual Mechanism for Criminal Tribunals, 4 January 2019
- Remuneration Policy for Persons Assisting Indigent Self-Represented Accused before the International Residual Mechanism for Criminal Tribunals, 4 January 2019
- Guidelines for Determining the Extent to Which an Applicant for Legal Aid is Able to Remunerate Counsel, 4 January 2019
- Guidelines on the Submission of Hourly Invoices and Remunerable Activities for Assistants to Self-Represented Accused, 25 May 2016
- Guidelines on the Submission of Hourly Invoices and Remunerable Activities, 10 November 2015
- Directive on the Assignment of Defence Counsel (MICT/5), 14 November 2012

I. Translation and interpretation

- Code of Ethics for Interpreters and Translators Employed by the International Residual Mechanism for Criminal Tribunals (MICT/20/Rev.1), 4 January 2019
- Policy on Interpretation (MICT/18/Rev.1), 4 January 2019
- Policy on Translation for the Conduct of Judicial Activity of the International Residual Mechanism for Criminal Tribunals (MICT/22), 5 April 2018
- Guidelines for Requesting and Working with Interpretation Services (MICT/19), 2 November 2017

J. Detention

- Guidelines on Serving Documents upon Detainees for Administrative or Legal Proceedings not Pending before the International Residual Mechanism for Criminal Tribunals, 22 August 2024
- Rules Governing the Detention of Persons Awaiting Trial or Appeal before the Mechanism or Otherwise Detained on the Authority of the Mechanism, adopted on 5 November 2018, entered into force on 5 December 2018
- Regulations on the Complaints Procedure for Detainees (MICT/25), 5 December 2018
- Regulations on the Disciplinary Procedure for Detainees (MICT/24), 5 December 2018
- Regulations on the Supervision of Visits to and Communications with Detainees (MICT/23), 5 December 2018

Enclosure III

Strategic plan of the International Residual Mechanism for Criminal Tribunals

I. Executive summary

In furtherance of Security Council resolutions [2637 \(2022\)](#) and [2740 \(2024\)](#), the International Residual Mechanism for Criminal Tribunals presents this strategic plan in the context of the Security Council's review of the Mechanism's work and progress. The strategic plan, building on the Secretary-General's reports of 1 December 2025, envisages the completion and transfer of several Mechanism functions and a substantial reorganization and streamlining to support the limited number of judicial functions recommended to remain with the Mechanism as it moves towards closure.

Specifically, and as detailed below, the Mechanism recommends that many functions can be concluded or transferred by no later than the following dates:

- 30 June 2026: Conclude the Mechanism's mandates to investigate, indict and prosecute core crimes and contempt and false testimony crimes. Clarify that the remedy provided by the review function be sought through the early release function.
- 1 January 2028: Transfer the Office of the Prosecutor's assistance to national jurisdictions function to the Secretariat.
- 30 June 2028: Transfer the day-to-day supervision function to enforcement States.

In addition, the Mechanism recommends that the archives function can be transferred to the Secretariat once future locations and suitable arrangements with the relevant State(s) are finalized, which the Mechanism projects could be completed by 30 June 2028.

The Mechanism recommends that it retain four judicial functions, namely early release, variation of protective measures, *non bis in idem* and referral. To continue performing these functions, the Mechanism, through organizational restructuring, physical consolidation and workforce optimization, will require significantly reduced resources. Specifically, following the transfer and completion of functions as recommended and the completion of temporary activities, the Mechanism will reduce its staffing to 20 to 23 by 1 July 2028, an approximately 87–89% reduction from 176 staff members as at 31 December 2026. The Mechanism will also consolidate into a single location, outsource support services and achieve significant non-post cost savings.

II. Introduction

The Mechanism was established by the Security Council in resolution [1966 \(2010\)](#) in order "to carry out a number of essential functions ... including the trial of fugitives who are among the most senior leaders suspected of being most responsible for crimes, after the closure" of the International Criminal Tribunal for the Prosecution of Persons Responsible for Genocide and Other Serious Violations of International Humanitarian Law Committed in the Territory of Rwanda and Rwandan Citizens Responsible for Genocide and Other Such Violations Committed in the Territory of Neighbouring States between 1 January and 31 December 1994 and the International Criminal Tribunal for the Prosecution of Persons Responsible for

Serious Violations of International Humanitarian Law Committed in the Territory of the Former Yugoslavia since 1991. The Council emphasized that the Mechanism “should be a small, temporary and efficient structure, whose functions and size will diminish over time, with a small number of staff commensurate with its reduced functions”.

The Mechanism has successfully completed the trials of fugitives and cases transferred from the Tribunals. On 31 May 2023, the Mechanism Appeals Chamber issued its judgment in the final International Tribunal for the Former Yugoslavia core crimes case, while on 8 September 2023 the Mechanism Trial Chamber issued an indefinite stay of proceedings in the final International Criminal Tribunal for Rwanda core crimes case. On 15 May 2024, the Prosecutor announced that his Office had accounted for the last remaining fugitives indicted by the International Criminal Tribunal for Rwanda. As a result of these achievements, the Mechanism is now a fully residual institution.

With the nearing completion of core crimes cases, the Security Council requested the Mechanism to begin planning and providing information for the completion of its remaining residual functions, consistent with resolution 1966 (2010). In resolution 2637 (2022), the Council requested that the Mechanism provide “clear and focused projections of completion timelines for all of the Mechanism’s activities including, in particular, in relation to ongoing cases and the supervision of the enforcement of sentences at the earliest stage possible”. The Council further called upon the Mechanism, “as part of its completion strategy, to provide options regarding the transfer of its remaining activities in due course”. In response, in April 2024, the Mechanism provided to the Council’s Informal Working Group on International Tribunals information setting out scenarios and projections for the remaining residual functions and the Mechanism’s consideration of the transfer of functions.

In resolution 2740 (2024), the Security Council requested the Secretary-General to provide an updated report on the administrative and budgetary aspects of the options for possible locations of the archives of the International Criminal Tribunal for Rwanda, the International Tribunal for the Former Yugoslavia and Mechanism. The Council further requested the Secretary-General to provide a report on options for the transfer of the functions of supervision of enforcement of sentences and the pardon or commutation of sentences, as well as options for the transfer of the function of assistance to national jurisdictions. In response, the Secretary-General submitted these two reports on 1 December 2025 (S/2025/785 and S/2025/786). The Office of Internal Oversight Services (OIOS) submitted its evaluation of the work and methods of the Mechanism on 27 February 2026 (S/2026/100).

The Mechanism understands that the Council expects it to provide ambitious and concrete timelines for the transfer and completion of all Mechanism functions. This strategic plan responds to this expectation, translating all relevant information, including recommendations of the Secretary-General and OIOS, into an actionable plan for fundamental change. The Mechanism remains available to provide the Council with any further information to facilitate its deliberations.

The Mechanism recalls the Secretary-General’s view that, in any completion plan for the Mechanism, all the judicial functions as a whole should be taken into consideration.¹ In this connection, the Security Council or the Informal Working Group for International Tribunals may wish to seek further views from the Secretary-General during the review process in connection with the proposed plan.

¹ S/2025/786, paras. 3 and 74.

III. The plan for change

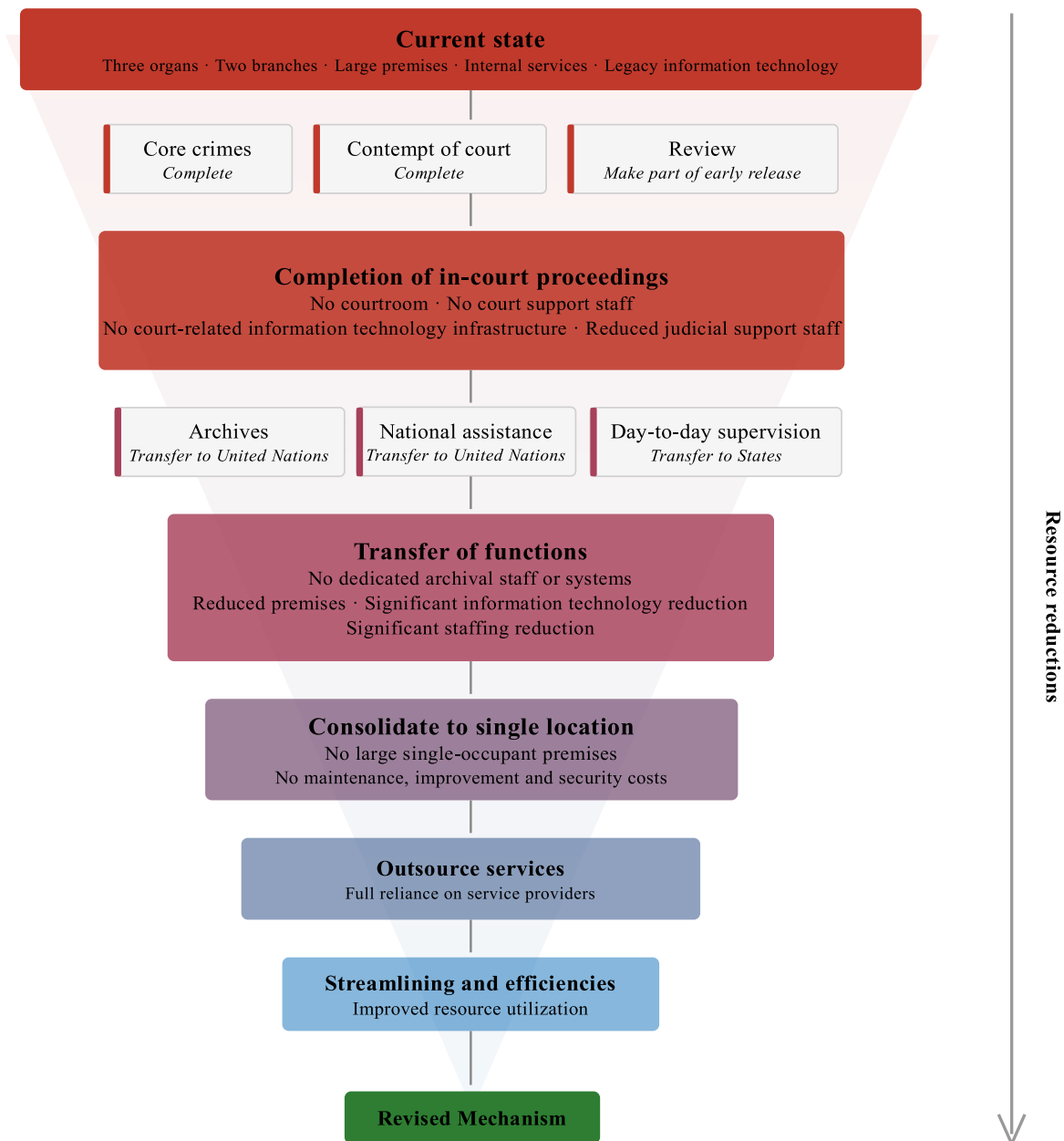
The Mechanism has identified three primary drivers of change: first, the completion and transfer of residual functions; second, revisions to the Mechanism's organizational structure; and third, Mechanism workforce optimization. These drivers of change are consistent, related and mutually reinforcing. The completion and transfer of functions will reduce the Mechanism's workload and, by extension, resource requirements. In turn, organizational restructuring and workforce optimization will achieve streamlining and efficiencies facilitating additional reductions.

The Mechanism has comprehensively and thoroughly considered available options and opportunities to achieve meaningful change. The Mechanism is confident that the proposed changes are feasible and can be implemented expeditiously. The transition period and most activities would require a maximum of 24 months to complete, while the transfer of the archives function can be completed following decisions on their future locations.

The proposed changes would lead to the minimal structure required to complete the Mechanism's residual functions. This could be done within the restructured Mechanism or, alternatively, as proposed by the Secretary-General in his report,² the Security Council could consider the closure of the Mechanism and the transfer of remaining limited judicial functions to another subsidiary organ of the Council.

² [S/2025/786](#), paras. 20 and 77.

Mechanism strategic plan overview



IV. Current situation

A. Residual functions

At present, the Mechanism is mandated to carry out nine residual functions:

1. Investigation and prosecution of core crimes cases.
2. Investigation and prosecution of contempt of court and false testimony.
3. Referral of core crimes and contempt cases, monitoring and revocation of referred cases.
4. The supervision of the enforcement of sentences, comprising:
 - (a) Day-to-day supervision of conditions of imprisonment;
 - (b) Designation of enforcement States, transfer of prisoners and pardon, commutation of sentence and early release.
5. *Non bis in idem*.
6. Review of final judgments ("Review").
7. Adjudication of requests from national authorities and witnesses to vary witness protective measures and to access material subject to confidentiality orders.
8. Assistance to national jurisdictions.
9. Management of the archives of the International Criminal Tribunal for Rwanda, the International Tribunal for the Former Yugoslavia and the Mechanism.

B. Temporary activities

The Mechanism is also temporarily performing activities in relation to uncompleted matters arising from concluded cases, which it is understood should be expeditiously brought to conclusion, namely:

1. Litigation concerning Félicien Kabuga's release from the United Nations Detention Unit in The Hague.
2. Detention of Ratko Mladić in the United Nations Detention Unit.
3. Diplomatic resolution of the situation of the released and acquitted persons in the Niger.

C. Organs and structure

To carry out these functions, the Mechanism, in accordance with its statute, currently comprises three independent organs, each headed by a principal:

1. The Chambers, which currently includes the President and 23 judges on the roster and is supported by the Office of the President and the Chambers Legal Support Section.
2. The Office of the Prosecutor.
3. The Registry: (a) the Office of the Registrar; (b) the Mechanism Archives and Records Section; and (c) the administration.

The three organs operate independently with unique staffing and management structures and non-post resources to perform their respective activities in relation to

the Mechanism's residual functions. The Chambers independently and impartially adjudicate matters, while the President manages the Chambers, acts as the institutional head and exercises ultimate judicial and supervisory authority over the enforcement of sentences. The Office of the Prosecutor, on behalf of the international community, investigates and prosecutes crimes under the Mechanism's jurisdiction and, in parallel, provides assistance to national authorities. The Registry provides secretariat services and judicial support in the execution of the Mechanism's residual functions, including witness protection expertise, legal aid and defence matters, language services, processing of judicial filings, implementation of judicial orders, and archives and records management. The administration provides administrative support services to all three organs.

For administrative and other support services, the Mechanism provides such services through a mixture of internal services that rely on the Mechanism's own resources, the outsourcing of some services to United Nations common services and the utilization of contractors for some services. Since 2015, outsourcing to United Nations common services and utilization of contractors has progressively increased.

D. Branches

The Mechanism, in accordance with its statute, currently maintains two branches, one in Arusha, United Republic of Tanzania, and the second in The Hague, Kingdom of the Netherlands. At each branch, the Mechanism maintains the three-organ structure which is largely focused on performing the work of the relevant branch.

At each branch, the Mechanism is housed in large, self-operated premises. The Arusha premises are the property of the United Nations, while the premises in The Hague are rented. Housing the archives generates substantial, specialized space requirements. The premises themselves generate significant costs that vary by branch, notably in rent, maintenance and security.

The Mechanism also maintains at each branch complex, legacy information technology infrastructure, relying on its own resources. The Mechanism's information technology platform is predominately hosted and managed locally, and the use of common or cloud services is limited. The most substantial requirements are generated by the assistance to national jurisdictions and archives functions.

V. Proposed changes

Consistent with the three primary drivers of change, this strategic plan identifies concrete changes to reduce the Mechanism's mandate, workload and resource requirements.

A. Functions

The reports of the Secretary-General together with this strategic plan present important options for completing and transferring functions that will significantly impact the Mechanism's mandate and resource requirements as it moves towards closure.

The Mechanism recommends that two key functions can be considered completed: the investigation and prosecution of contempt of court and false testimony and the investigation and prosecution of core crimes cases. This is consistent with the

report of the Secretary-General.³ Contempt and false testimony are resource-intensive functions but have diminished relevance in the absence of further proceedings being conducted by the Mechanism. The Mechanism can provide further information to the Council on granting States jurisdiction over these crimes. Likewise, the mandate to investigate and prosecute the only two core crimes cases that could be prosecuted by the Mechanism – the *Prosecutor v. Félicien Kabuga* and *Prosecutor v. Fulgence Kayishema* cases – is not required for protecting the interests of justice. The *Kayishema* case has been referred to Rwanda and there is no expectation that the *Kabuga* case will be completed, due to the accused's lack of fitness to stand trial. However, either case could be referred to another State with jurisdiction for trial if necessary.

The Mechanism further recommends that the protections provided by the review of final judgments function – the possibility of overturning a conviction and the termination or reduction of sentence – can be sought through the early release function.

The changes above would have significant impact on the Mechanism's mandate, workload and resource requirements. Without the prospect of in-court proceedings, the Mechanism would no longer require: (a) physical premises with a courtroom; (b) dedicated staff to support in-court proceedings; and (c) an information technology platform to support in-court proceedings.

The Mechanism also recommends that the day-to-day supervision function be transferred to Member States where convicts are serving their sentences in the manner recommended by the Secretary-General (S/2025/786, para. 26). With respect to convicted persons serving their sentences in Europe, all enforcement States have formally indicated willingness and that no practical or legal barriers prevent any State from taking over this function. As concerns International Criminal Tribunal for Rwanda convicted persons, Rwanda has indicated its willingness to enforce all remaining sentences and that it has the capacity and resources to do so in line with minimum international standards. This would reduce the Mechanism's workload, resource requirements and the administrative and financial obligations related to sentence enforcement, with such costs to be borne by the respective States responsible for enforcement.

The Mechanism also recommends that the archives function be transferred to the Secretariat, consistent with the recommendation of the Secretary-General (S/2025/785, para. 89). This would have significant impact on the Mechanism's mandate, workload and resource requirements. The Mechanism would no longer require: (a) physical premises with large archival space; (b) staff to manage and preserve the archives; and (c) information technology infrastructure and platforms for managing digital archives.

The Mechanism also recommends that the assistance to national jurisdictions function of the Office of the Prosecutor be transferred to the Secretariat, consistent with the recommendation of the Secretary-General (S/2025/786, para. 78). As OIOS reported, "Member State representatives recognized the importance of assistance for prosecution and accountability at the national level and expressed their support for the retention of the assistance to national jurisdictions function within the United Nations" (S/2026/100, para. 56). Transferring the assistance function to the Secretariat would have a significant impact on the Mechanism's workload and resource requirements. The Mechanism would have significantly reduced requirements for staff of the Office of the Prosecutor. In addition, the Mechanism

³ S/2025/786, paras. 19 and 74.

would no longer require information technology infrastructure and platforms to manage the Office's digital evidence collection and records.

The Mechanism recommends that the early release function be retained by the Mechanism, consistent with the recommendation of the Secretary-General.⁴ As OIOS reported, "these matters engage core principles of legality, equality and due process and are less feasible to transfer to States or to the United Nations Secretariat" and that "retention of those functions at the international level therefore supports consistent application of the Statute, legal certainty and fairness" (S/2026/100, para. 52). In addition, the Mechanism recommends retaining the functions of *non bis in idem*, variation of protective measures, and referral. Alternatively, these judicial functions could be transferred to a small subsidiary body of the Security Council, in alignment with the Secretary-General's recommendations (S/2025/786, paras. 20 and 77).

B. Organizational structure

As identified in the most recent evaluation by OIOS, changes to the Mechanism's organizational structure can significantly reduce the Mechanism's resource requirements as it moves towards closure. The Mechanism's statute prescribes a fixed organizational structure – three organs across two branches – that "has constrained opportunities for consolidation and cost savings" (S/2026/100, para. 27). In the view of OIOS, the consequence of this structure is that "the Mechanism's ability to reallocate resources in response to changing workloads has been inherently limited" (*ibid.*).

Changes to the Mechanism's statutory structure will support the transition to a smaller and more efficient Mechanism. In particular, enabling the Mechanism to consolidate its presence in a single location would significantly reduce staff and non-post costs. The Mechanism has identified potential locations for its future operations and is analysing those options in light of operational requirements and costs.

The Mechanism also recommends that, following the transfer and completion of functions, its leadership structure should adapt and that the number of judges on the roster could be reduced. The President and the Prosecutor will no longer be required on a full-time basis and can perform their responsibilities on the same as-needed basis as the judges. The Registrar will no longer need to be at the rank of Assistant Secretary-General but rather could execute the responsibilities of this position at the Director level. Consequently, the Council may wish to consider modalities to address the conditions and terms of service of the principals and the number of judges on the roster in a manner commensurate with the reduced needs and workload of the Mechanism.

C. Workforce optimization

Building on the reductions of functions and organizational restructuring, the Mechanism can undertake significant workforce optimization to further reduce its resource requirements. Notably, with these changes, the Mechanism can transition to a full outsource model for administrative support requirements, while also fully outsourcing language support. The Mechanism can also achieve efficiencies by

⁴ The Secretary-General noted that the early release function and any other judicial functions "that must remain at the international level" could also be transferred to another subsidiary body of the Council. See S/2025/786, paras. 20 and 77. In terms of resource requirements, the transfer option does not appear to be meaningfully different from what is proposed in this strategic plan.

reducing managerial positions, streamlining reporting structures and consolidating job functions. This workforce optimization will extend beyond the Mechanism: estimates for the assistance to national jurisdictions function following transfer to the Secretariat include efficiencies achieved by moving past legacy Mechanism approaches and implementing meaningful digital transformation.

VI. Timelines for transfer and completion

The Mechanism has developed updated projections for the transfer and completion of functions.

The Mechanism considers that its activities related to the functions of the investigation and prosecution of core crimes, contempt of court and false testimony can be considered completed immediately upon a decision of the Security Council.

The assistance to national jurisdictions function of the Office of the Prosecutor can be transferred to the Secretariat as from 1 January 2028.

Transfer of the archives function to the Secretariat will be dependent on decisions as to their future location or locations and the finalization of administrative and budgetary arrangements with the relevant State or States and the Secretariat. Steps are being taken for the archives function to be transferred as soon as possible, with the aim of completion by 30 June 2028.⁵

Complete transfer of the day-to-day supervision function is projected to occur by 30 June 2028. Following a decision by the Security Council in June 2026, the process can commence immediately with European enforcement States through revisions to the enforcement agreements. As concerns International Criminal Tribunal for Rwanda prisoners, Rwanda has expressed its willingness to enforce all sentences and has indicated that it has the capacity and resources to do so in line with minimum international standards. If the Council endorses this option, physical transfer of the prisoners, as well as the transfer of the function, could occur within 24 months.⁶

The Mechanism would continue to support the limited judicial functions of early release (including review), as proposed by the Secretary-General in his report (S/2025/786, para. 18). In addition, in considering the overall strategy, *non bis in idem*, referral and variation of protective measures would continue along with the early release function.

In the near term, the Mechanism projects that there will be 10 early release and 20 to 30 variation of protective measures applications per year. *Non bis in idem* and referral applications are expected at the level of 0 to 1 matter per year.

In relation to early release, the function continues so long as convicted persons are in prison. It is currently projected that, if sentences are served in full and convicted persons live to the age of 85, 36 convicted persons will be serving sentences in 2027, 21 will be serving sentences in 2033 and 11 will be serving sentences in 2038. All prisoners are eligible to be considered for early release after having served two thirds

⁵ The Mechanism notes that, should there be a delay in the transfer of either or both archival collections beyond 30 June 2028, there will be a need to retain Registry staff with sufficient expertise to manage the archives until transfer, including to facilitate the physical transfer to another location.

⁶ S/2025/786, para. 33 (noting that, if a new enforcement State were designated, transfer of day-to-day supervision could occur “after a period of enforcement reflecting compliance with the relevant enforcement agreement, including imprisonment consistent with minimum international standards”).

of their sentence.⁷ In addition, the average age of Mechanism prisoners is 72, and medical conditions, in view of recent trends, may also impact the actual length of any sentence served. *Non bis in idem* will continue as long as Mechanism convicts remain alive and potentially subject to criminal prosecution in national courts.

The duration of the referral function is principally driven by the length of time to complete the national investigation and prosecution of Fulgence Kayishema, who was arrested in South Africa in May 2023 and remains there. It can be projected that once Kayishema is transferred to Rwanda, the referral function will be completed within seven to nine years.

The duration of the variation of protective measures function will principally be driven by national prosecutions of crimes committed in Rwanda and the former Yugoslavia. It is estimated that the workload for the assistance function of the Office of the Prosecutor, which generates applications of this nature, will continue at the present level for at least the next 5 to 10 years (S/2025/786, paras. 50 and 51).

The proposal presented in this plan represents an unprecedented and substantial reduction in the Mechanism's size, functions and resource footprint, while preserving the limited capacity necessary to ensure the orderly completion of the remaining residual judicial functions. The Mechanism will continue to provide the Council information to allow it to assess the significance of the judicial functions that are recommended to remain, bearing in mind the relevant resource requirements, the need for the orderly conclusion of the justice cycle and the Mechanism's temporary nature. As the workload decreases and additional efficiencies are identified, the Mechanism will further reduce activities and resources accordingly.

Alternatively, if the Security Council wishes to transfer the remaining judicial functions to a small subsidiary organ of the Council, this transfer could be expected to be completed by 30 June 2028. The same considerations explained above would continue to apply to the completion of the remaining judicial functions performed by this new body.

The Mechanism, or this alternative subsidiary organ of the Council, will continue to investigate and implement all realistic modalities to expedite the conclusion of the residual judicial work at the international level in a manner that is cost-effective and aligns with the interests of justice.

VII. Proposed staffing and resources

A. Current resource requirements

The Mechanism's approved budget for 2026 provides for 176 staff as at 31 December 2026. The approved appropriation totalled approximately \$51.3 million (net staff assessment).

B. Anticipated resource requirements

The Mechanism estimates that, following the completion and transfer of the functions identified above, it will require approximately 20 to 23 staff members and proportionate non-post costs for the four judicial functions that are recommended to continue. Additional resources will be required for outsourced administrative support

⁷ For persons sentenced to life imprisonment, the eligibility threshold is judicially established as the equivalent of two-thirds of the highest fixed term sentence.

services. The Mechanism will develop its budgetary requirements for review and approval by the General Assembly.

Should the Security Council wish to consider transferring judicial functions to another subsidiary organ of the Council, the baseline staffing and non-post resources would be similar to those of a post-transition Mechanism.

Staffing and resources will be needed by the Secretariat entities to which the functions of assistance to national jurisdictions and archives are transferred. Projected staffing, namely, approximately 40 to 45 staff members, and non-post costs are detailed in the reports of the Secretary-General.⁸ Additional resources will be required for administrative support services. The budgetary requirements will be developed by the receiving Secretariat entities for review and approval by the General Assembly.

C. Temporary resource requirements

The Mechanism is currently detaining Félicien Kabuga, Mićo Stanišić and Ratko Mladić in the United Nations Detention Unit. Until all these persons are transferred from the Unit and the Unit is closed, the Mechanism estimates that six staff members at the Unit and resources for detention costs will continue to be required. Conclusion of this activity is dependent on State cooperation and willingness to receive these individuals.

VIII. Proposals

The Mechanism submits the following proposed actions to the Security Council:

- (a) Consider the functions of the investigation and prosecution of core crimes cases and the investigation and prosecution of contempt of court and false testimony to be concluded and terminate these functions.
- (b) Clarify that the remedy provided by the review function be sought through the early release function.
- (c) Transfer the assistance to national jurisdictions function of the Office of the Prosecutor and the archives function to the Secretariat, including by requesting the transfer of relevant staff to the Secretariat.
- (d) Endorse the enforcement of International Criminal Tribunal for Rwanda sentences in Rwanda.
- (e) Transfer the function of day-to-day supervision of convicted persons to relevant enforcement States.
- (f) Rescind the requirement for two branches and permit the Mechanism to consolidate, restructure and reorganize at a single location to be determined by the Secretary-General.
- (g) Consider modalities to address the conditions and terms of service of the principals in a manner commensurate with the needs and workloads of the Mechanism as they decrease over time.
- (h) Revise the Mechanism's regulatory framework to reduce the number of judges required to be on the roster commensurate with the reduced judicial functions.

⁸ [S/2025/785](#), paras. 68–74, and [S/2025/786](#), paras. 63–68.

(i) Request South Africa to expeditiously transfer Fulgence Kayishema to the custody of the Mechanism in accordance with the Mechanism warrant of arrest.

(j) Request States to cooperate with the Mechanism in the enforcement of sentences pronounced by the International Criminal Tribunal for Rwanda, the International Tribunal for the Former Yugoslavia and the Mechanism, the relocation of acquitted persons and convicted persons who have finished serving their sentences and the release of Félicien Kabuga.

(k) Change the Mechanism's reporting requirements to the Security Council to once a year.

Alternatively, the Security Council may also consider transferring the judicial functions of early release, variation of protective measures, *non bis in idem* and referral to a small subsidiary organ of the Council, which would assume the rights and obligations of the Mechanism necessary to perform these functions.

IX. Conclusion

This strategic plan is aimed at focusing the work of the Mechanism on remaining judicial functions while ensuring that other important functions continue to be performed by the Secretariat and States. The result will be a smaller, more efficient Mechanism that will be further equipped to responsibly move towards closure.

The Mechanism is grateful for the continuing support of the Security Council. The Mechanism stands ready to answer questions and provide additional information to assist the Council in its deliberations.

The Mechanism would like to extend its appreciation to the Office of Legal Affairs, the Office of Internal Oversight Services and the Human Resources Services Division of the Department of Operational Support for their assistance.
