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BUREAU DU
PROCUREUR
OFFICE OF THE
PROSECUTOR

Resilient Justice

In every step

2025

Office of the Prosecutor Annual Report 2025



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OTP and Registry staff conduct outreach activities in Chad in relation to the Situation in Darfur, Sudan, in April 2025

Note to reader

The 2025 Annual Report from the Office of the Prosecutor (OTP or “the Office”) of the International Criminal Court (ICC or the Court) marks the conclusion of the implementation of the Office’s *Strategic Plan for 2023 – 2025*, providing an overview of key activities and milestones achieved from October 2024 to October 2025.

This fourth Annual Report reflects the continued commitment of the Office to promote transparency in its activities and enhance accessibility of all stakeholders to key developments.

This Report differs from more technical documents produced by the Office and the Court, such as reports presented to the Assembly of States Parties, the Committee on Budget and Finance, and the United Nations General Assembly. While connected to the Office’s Strategic Goals and Key Performance Indicators established in 2023, its structure provides a holistic view of the Office’s activities on investigation, prosecutions and cooperation, including key milestones and initiatives.

The Report employs icons to signify how different topics align with the Office’s Strategic Goals 2023 – 2025. Each icon corresponds to a specific Strategic Goal, allowing readers to quickly recognise the relevance of various relevant initiatives undertaken by the Office.

The Office of the Prosecutor’s Strategic Goals 2023 – 2025

1



Deliver results in the courtroom

The Office aims to improve its results through a renewed and focused approach to the delivery of its mandate, enabling greater impact in the active situations, systematically prioritising cases, and increasing the quality and speed of its investigations and prosecutions. The Office seeks to harness modern technological tools and methods, and to apply innovative approaches to its activities to enhance the delivery of justice.

2



Enhance efforts by national authorities to fight impunity

Through a revitalised approach to complementarity and cooperation, the Office aspires to become a hub for fighting impunity. As a central operational partner for national authorities, accountability mechanisms, and other partners, the Office will enhance accountability efforts related to Rome Statute crimes at national and international levels.

- 3**



Make the Office a global technology leader

Through the implementation of a new technological paradigm and the utilisation of advanced technological tools for the improvement of information and evidence management, the Office seeks to enhance its efficiency and become a global leader in the use of technology for accountability purposes.
- 4**



Bring justice closer to communities and deepen engagement with civil society

To make local communities feel heard, respected, and part of the justice process, the Office seeks opportunities through which its work can be performed closer to affected communities, including through novel approaches to its cases, deepening engagement with civil society organisations and implementing enhanced outreach programmes.
- 5**



A renewed policy framework for the Office

The Office aims to reinforce its role as a leading global source of policy expertise in the field of international criminal justice. The joint expertise of staff, Special Advisers to the Prosecutor, and other partners significantly enhances the Office's policy framework through policy renewal, development, and impactful implementation.
- 6**



Ensure effective investigations and prosecutions of Gender-Based Crimes and Crimes Against and Affecting Children

The Office aims to play a leading role in implementing and promoting best-practice investigation and prosecution of gender-based crimes (GBC) and crimes against and affecting children (CAC). It approaches these crimes with a trauma-informed and intersectional approach, through prioritisation, expansion of capabilities, and enhancement of relevant policies and standards.
- 7**



Increase the field presence of the Office of the Prosecutor

Moving from an HQ-centric to a field-centric model of operations will allow the Office to enhance its field presence. This will ensure effective and timely operations, increased understanding of the environment, efficient evidence-collection, and greater responsiveness towards communities.
- 8**



Increase efficiency of work and ensure proper resourcing and staffing of the Office

The Office aims to continuously increase the efficiency and sustainable resourcing levels of the Office, including through the use of modern technology, the reengineering of business processes, an increased field presence, a multifaceted approach to resources, and stronger performance management and accountability.
- 9**



Strengthen global support for the work of the Office

The Office will reinvigorate efforts to engage with States Parties, regional organisations, civil society organisations, academia, and non-States Parties to increase global understanding and support for its work and strengthen the collective implementation of the Rome Statute.
- 10**



Improve the working environment of the Office and ensure a respectful working culture

To strengthen its workplace culture and ensure a positive and healthy environment, the Office will address recognised issues related to accountability, leadership, and prohibited conduct. Ensuring a harassment-free environment, advancing gender equality and geographical diversity, and promoting wellbeing will strengthen the Office.

Introductory message

Deputy Prosecutor Nazhat Shameem Khan
Deputy Prosecutor Mame Mandiaye Niang

This Report reflects on a year in which the Office, with the help of its partners, has achieved significant progress in its activities, whilst facing profound challenges.

Conflicts in situation countries have continued or further intensified, with a consequent high level of allegations of Rome Statute crimes. The Office has been called upon to conduct real-time investigations under urgent circumstances and in highly challenging environments. In parallel, coercive measures have been introduced seeking to undermine the independent mandate of the Office and its activities.

The allegations of misconduct against the Prosecutor have of course also had an emotional and personal impact for many in the Office and amidst the broader Rome Statute community. The Office, and we as Deputy Prosecutors, recognise this. We remain fully committed to ensuring proper assistance is provided to all staff members affected and to supporting the ongoing investigation led by the United Nations Office of International Oversight Services.

Amidst this challenging landscape, the Office has striven to ensure effective implementation of its operations following agreed timelines, workplans, deliverables, and strategic objectives.

Reflecting this determination, the Office has increased its output this year, both in terms of the number of arrest warrants applied for and those successfully secured. Through its strengthened emphasis on tracking and arrest strategies, in collaboration with the Registry, and with the cooperation of States Parties and other stakeholders, more suspects are being arrested and more cases are being brought before ICC judges.

We have seen a series of landmark moments in the courtroom, including in the conclusion of the trial and the delivery of the judgment in *The Prosecutor v. Ali Muhammad Ali Abd-Al-Rahman* in the *Situation in Darfur, Sudan*, and in *The Prosecutor v. Alfred Yekatom and Patrice-Edouard Ngaïssona* in the *Situation in the Central African Republic II*. The Court has also seen its first confirmation of charges hearing to proceed in the absence of the suspect in the case of *The Prosecutor v. Joseph Kony* in the *Situation in Uganda*.

Following the arrest of Mr Rodrigo Roa Duterte in March 2025, the Office has been preparing for the confirmation of charges hearing in the case, while the arrest of Mr Khaled Mohamed Ali El Hishri in the *Situation in Libya* is also an important moment.

The Office has, above all, been encouraged by the clear and continued belief of victims and other stakeholders in the ability of the ICC to effectively confront the human rights crisis gripping many parts of the world. This year, the Office registered a further increase in the number of Article 15 communications it receives, while its evidence holdings have continued to grow rapidly since the implementation of new technological and evidence-processing systems.

The Office has continued to build resilience through a range of ongoing measures designed to enhance its work. Deeper and more innovative cooperation with external partners including State authorities and civil society organisations has supported the Office's efforts to deliver its mandate, as reflected in the roll-out of several initiatives this year including the OTP Forum on Complementarity and Cooperation and the OTP-CSO Structured Dialogue.

Ensuring the Office's adaptability in applying the Rome Statute's legal framework has been a priority, as reflected in the Office's evolving policy framework. To this effect, new Policies on Addressing Environmental Damage through the Rome Statute and Cyber-enabled Crimes under the Rome Statute are launched this year and work on implementing existing Policies on Gender-based Crimes, Crimes against and involving Children, and Slavery Crimes continue, involving intensive training of our staff.

The work of the Office has also been reinforced by further strengthening inter-organ collaboration under the One-Court Principle as exemplified in the new *ICC Strategic Plan 2026 – 2029*.

Delivering accountability for the most serious international crimes remains the enduring purpose of the Office, fuelling its daily work. The achievements reflected in this report offer a firm basis for continued progress in the coming year towards accountability for such crimes, building on enhanced solidarity and dialogue between the Court, States, civil society organisations, affected communities and all stakeholders.

We are proud of the resilience demonstrated by the staff of the Office, and grateful to each and every contribution made by all our partners to deliver this year's achievements. Despite the very real challenges, we have continued to meet important milestones. Most importantly, we wish to underline to all survivors, to all those affected by Rome Statute crimes, that we remain fully committed to continue our work across situations in 2026 in accordance with our mandate, together with you.

We as Deputy Prosecutors, and all the staff of this Office, will not be deterred in seeking to meet your legitimate expectations of justice.

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Chapter 1:

Delivering justice worldwide



Investigations and Prosecutions

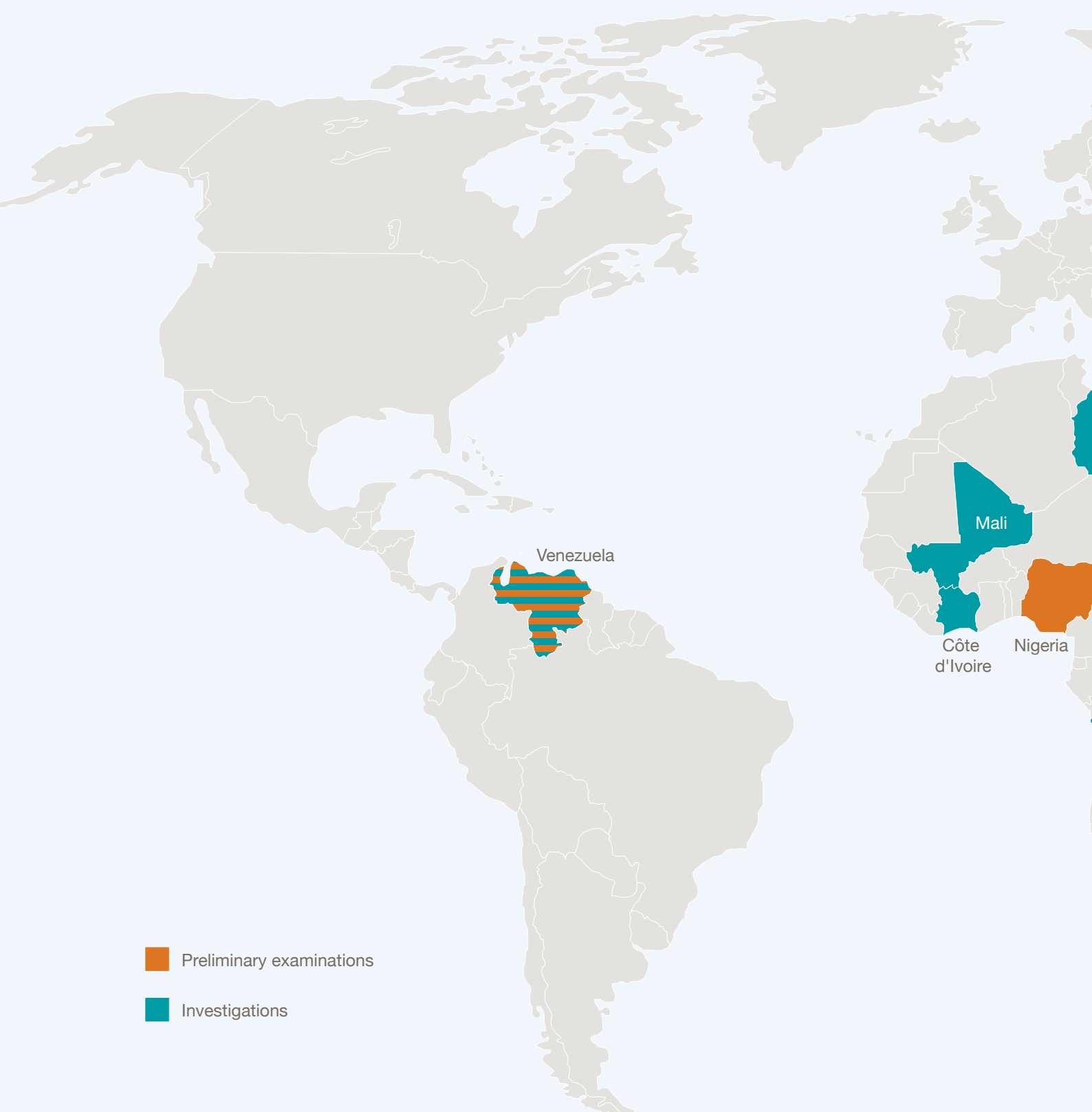


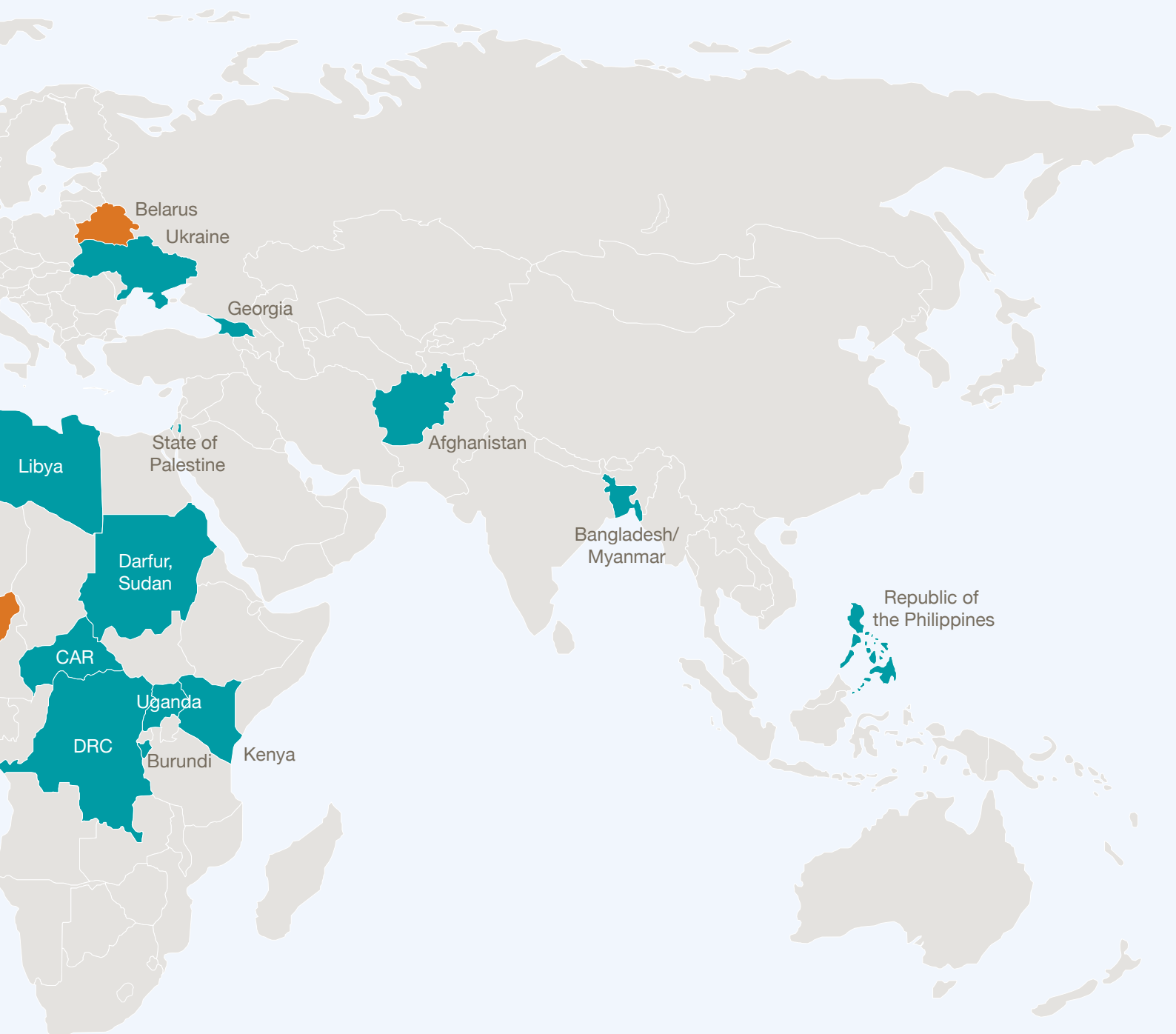
This section provides an overview of the Office's investigative and prosecutorial activities, supported by relevant statistics. This has been a year of particularly intense activity, as reflected in the progress of evidence collection activities in situations under investigation, and in judicial outputs, including the number of arrest warrant applications filed by the Office and other judicial filings and submissions.

Demands on the Office have continued to grow, exemplified by the number of communications received and its engagements with victims and affected communities. The investigative and prosecution activities of the Office have been continuously informed and strengthened by the policies on gender, children, gender persecution and slavery crimes.

Within this section, some situations may be addressed in greater detail or at greater length than others. This does not represent any measure of the scope or extent of the Office's activities in any situation, or the resources allocated. Rather, it reflects that the Office may be more limited in its ability to report on the full range of its activities, respecting also its duty of confidentiality, essential to protecting the integrity of investigations, and ensuring the safety and security of victims, witnesses and all stakeholders and counterparts.

Preliminary examinations and investigations





Overview of public arrest warrants

There are currently 32 outstanding warrants of arrest issued by the Court that are public, or which have been publicly acknowledged by the Court. Of this number, 17 (52% of total) were issued during the period of the implementation of the *OTP Strategic Plan 2023 – 2025*.

This figure does not reflect the overall efforts made by the Office. Judges may issue arrest warrants under seal or secret for several reasons, including to ensure the safety and protection of victims and witnesses, to maintain the integrity of investigations and evidence, or to enhance the chances of tracking and arresting suspects and securing their transfer to the Court.

Increased efforts to seek new warrants of arrest reflects the Office's ongoing commitment to greater impact in active situations. The Office will continue its work in implementation of its strategic goal of delivering concrete results in the courtroom, including by systematically

prioritising cases, increasing the quality and speed of its investigations, and reinforcing its collaboration with the Registry on tracking and arrest. In this reporting period, the Office welcomed the Court's successful execution of arrest warrants related to the *Situation in the Philippines* and in the *Situation in Libya*.

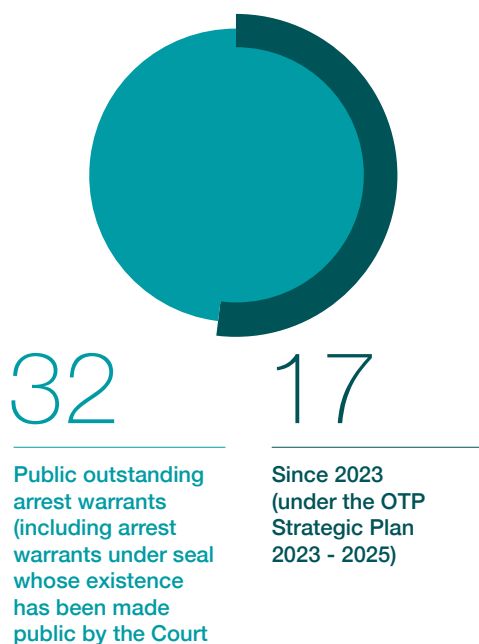
Situation in the Democratic Republic of the Congo (DRC)

The Office's investigation in this situation was opened in June 2004 following the DRC's referral in March that year, encompassing alleged Rome Statute crimes committed in the entire territory of the DRC since 1 July 2002.

In October 2024, the Prosecutor announced the renewal of investigations in the situation, focussing, as a priority, on alleged Rome Statute crimes committed in North Kivu since January 2022. There is no end date to this focus, nor is the investigation limited to specific entities or members of specific groups.

The Office's investigation has continued throughout 2025, with regular missions to (eastern) DRC and regular engagement with competent Congolese authorities, the United Nations, civil society organisations, and other relevant stakeholders.

The ongoing situation in eastern DRC falls within the scope of the Office's current investigation and considering the escalation of violence in this region in early 2025, the Office has placed significant focus on these allegations. This has included the launch of a public call for evidence and information in relation to allegations of international crimes by all parties.





Prosecutor Khan meeting with CSOs in the Democratic Republic of the Congo, in February 2025

In this context, the Prosecutor undertook a mission to the DRC between 24 to 26 February 2025 where he underlined the Office's commitment to further intensify its work in delivering justice and accountability in this situation. He met with His Excellency President Félix-Antoine Tshisekedi Tshilombo and had focused discussions on the urgent need to address significant allegations of Rome Statute crimes in eastern DRC. The visit also provided an opportunity to meet with several other key stakeholders to enhance judicial cooperation and collaboration including CSOs and victims groups whose testimonies underscored the urgent need for justice and reparations.

The Office is currently pursuing various lines of enquiry in its ongoing investigation in this situation with the goal of delivering further results through its independent investigations, while in exploring avenues to support sustainable and viable transitional justice efforts in the country.

As reflected in Chapter II, the Office has also taken steps aimed at supporting complementarity and cooperation as foreseen in the Memorandum of Understanding concluded in June 2023.

Situation in Uganda

On 1 December 2023, the Office announced the conclusion of the investigation phase in the *Situation in Uganda*, indicating that no new lines of inquiry in this situation will be pursued, with the exception of ongoing proceeding related to the outstanding case *Prosecutor v. Joseph Kony*.

The Prosecutor v. Joseph Kony

Joseph Kony remains the Court's longest-standing suspect at large. He is alleged to be the founder and leader of the Lord's Resistance Army (LRA), and a warrant for his arrest concerning 33 allegations of war crimes and

crimes against humanity committed in northern Uganda was issued by the Court in 2005. Together with the ICC Registry, efforts are ongoing to locate and apprehend Mr Kony. This is a priority for the Office.

On 29 October 2024, Pre-Trial Chamber III found that the criteria in Article 61(2)(b) of the Rome Statute were met, paving the way for a confirmation of charges hearing to be held in Mr Kony's absence. Defence Counsel was appointed to represent Mr Kony's rights and interests. On 17 April 2025 the Prosecution filed its amended Document Containing the Charges, alleging 39 counts of war crimes and crimes against humanity against Mr Kony. Disclosure was completed and a list of evidence provided to the Chamber and Parties, together with a Pre-Confirmation Brief. Following an

appeal filed by the Defence, on 3 June 2025 the Appeals Chamber confirmed Pre-Trial Chamber III's decision regarding the confirmation of charges hearing.

The confirmation of charges hearing took place from 9 to 10 September 2025 without the presence of Mr Joseph Kony. The Prosecution presented the merits of the case and evidence, focussing on his role and responsibility, the charged attacks on seven camps for internally displaced persons, and systemic crimes against thousands of women and children in northern Uganda. In its closing statement, the Office rejected Defence claims as to the impropriety of the hearing, as well as procedural arguments, emphasising that Mr Kony's rights and interests have been safeguarded and requesting the Pre-Trial Chamber to confirm the charges.



Deputy Prosecutor Niang with the prosecution team at the Confirmation of Charges hearing, The Prosecutor v. Joseph Kony, in September 2025



OTP members meeting with victim community members in Uganda, in November 2024

The hearing was broadcast in Uganda and was followed in the affected communities.

Throughout this process, the Office has maintained its engagement with affected communities and victims and with Ugandan authorities, with the goal of strengthening and supporting accountability efforts through outreach and an enhanced cooperation framework.

As part of its forward-looking strategy to increase engagement with the victims, the Office plans to conduct an outreach mission to Uganda to meet with victims and affected communities.

“Today’s hearing is a very important step in the administration of justice. The Prosecution has only been able to bring the case to this stage of the proceedings thanks to the courage of the victims and affected communities. It is also thanks to the excellent cooperation of the Ugandan authorities, traditional leaders, States, organisations, and all partners. Continued cooperation is crucial to bringing Joseph Kony’s flight to an end for once and for all.”

– Deputy Prosecutor Niang, Opening statement, Prosecution, Confirmation of Charges hearing, 9 September 2025

Situation in Darfur, Sudan

This past year, the Office has further intensified its activities in the *Situation in Darfur, Sudan*, so as to deliver concrete outcomes and to respond to legitimate calls for justice from affected communities. The Office has continued to receive information reflecting widespread allegations of international crimes in this situation.

Crimes allegedly committed in West Darfur in 2023 remain the primary investigative focus of the Office's inquiries, with priority given to investigations into gender-based crimes and crimes against and affecting children. The investigation has been enhanced through the conduct of missions to engage with victims and national authorities in Sudan and neighbouring countries. The visits by Office representatives to five different refugee camps in Chad in April and May 2025 provided an opportunity to deepen dialogue with Darfuri communities who have fled their homes to find shelter. These visits also helped identify new investigative leads that have since been pursued, albeit amidst challenging circumstances.

The Office values the cooperation extended by the Government of Sudan in facilitating its investigative efforts including the visit of OTP representatives in April and August 2025 to Port Sudan. The Office has also welcomed efforts made by the committee established by the Government of Sudan for cooperation with the Office, which resulted in a tangible, positive impact on collaboration, including progress in the prioritisation of requests for assistance. In December 2024, the Office was pleased to welcome His Excellency Mr Al Fakr Taifur, the

then Attorney General of Sudan, for the closing of the trial of Mr Ali Muhammad Ali Abd-Al-Rahman ("Ali Kushayb"), alongside which constructive discussions were held concerning further cooperation.

Nevertheless, urgent progress is required concerning the arrest and surrender of suspects. The Office, together with the Registry, continues efforts to locate and secure the arrest and surrender of fugitives, including former President of the Republic of Sudan Omar H. A. Al Bashir, former Minister of National Defence Abdel Raheem M. Hussein and former Minister of State for the Interior Ahmad Muhammad Harun, and Abdallah Banda Abakaer Nourain.

The Office reiterates its continued desire to engage in substantial cooperation with both parties to the ongoing conflict, in an effort to investigate alleged crimes against humanity and war crimes, perpetrated in Darfur. This requires substantive cooperation at the highest level.

Throughout the year, the Office has continued to engage constructively with States and international and regional organisations in relation to this situation. On 28 January and 10 July 2025, respectively, the Prosecutor and Deputy Prosecutor Khan briefed the UN Security Council on the *Situation in Darfur*, pursuant to Resolution 1593 (2005), and gave updates on the progress of the investigation. The Office welcomed extensive statements of support for its work in the situation.

The Office has also strengthened its cooperation with the UN Fact Finding Mission (FFM) for Sudan. In addition to enhanced



Deputy Prosecutor Khan briefing the UN Security Council on the Situation in Darfur, Sudan, 10 July 2025, Photo credit: UN Photo/Eskinder Debe

operational cooperation and the establishment of a strengthened legal framework for cooperation, the Office participated in May 2025 in the meeting on “Consultation on accountability for Sudan” in Kenya, organised by the FFM-Sudan and the International Commission of Jurists of Kenya.

From 23-25 July 2025, the Office participated in a workshop addressing several Sudanese Civil Society Organisations and Human Rights Advocates and Psychosocial experts with a specific focus on gender-based crimes and how best to document them and engage with vulnerable persons in the context of crimes allegedly being committed in Sudan. This workshop gave an opportunity to participants

to familiarize themselves with the OTP/ Eurojust Guidelines for CSOs on the documentation of international crimes and human rights violations for accountability purposes.

The Prosecutor v. Ali Muhammad Ali Abd-Al-Rahman

The trial of Mr Ali Muhammad Ali Abd-Al-Rahman (Mr Abd-Al-Rahman, also known as “Ali Kushayb”), was concluded in December 2024. The successful completion of this trial represents a crucial milestone, addressing the crimes committed in Darfur over 20 years ago and demonstrating to all affected communities that justice can be achieved through collective action.



*Deputy Prosecutor Khan and the prosecution team at the judgment in the case
The Prosecutor v. Ali Muhammad Ali Abd-Al-Rahman, 6 October 2025*

The judgment, delivered on 6 October 2025, convicted Mr Abd-Al-Rahman for war crimes and crimes against humanity. This is the first conviction in the *Situation in Darfur*, and in a situation that the UN Security Council referred to the Court. The case also represents the first conviction at the Court for gender-based persecution.

The judges of Trial Chamber I unanimously found Mr Abd-Al-Rahman guilty beyond reasonable doubt for crimes that occurred in a widespread and systematic attack by the Janjaweed militia and Government of Sudan forces against the civilian population in West Darfur, Sudan in the context of an armed conflict between the Government of Sudan and rebel armed groups between at least August 2003 and March 2004. Notably, the judges found, contrary to the Defence's central line of argument, that Mr Abd-Al-Rahman was also known by the alias Ali Kushayb. The Trial Chamber will conduct sentence proceedings

and issue a decision on sentence in due course. Appeal proceedings have commenced before the Appeals Chamber.

"I wish to be clear to those on the ground in Darfur now, to those who are inflicting unimaginable atrocities on its population: They may feel a sense of impunity at this moment, as Ali Kushayb may have felt in the past, but we are working intensively to ensure that the Ali Kushayb trial represents only the first of many in relation to this situation at the International Criminal Court."

– Deputy Prosecutor Khan (UN Security Council Briefing)

Situation in the Republic of Kenya

On 27 November 2023, the Office announced its decision to conclude the investigation in this situation. Following this decision, the Office's activities have been limited to monitoring developments and tracking the suspects at large, Mr Walter Osapiri Barasa and Mr Philip Kipkoech Bett. They are the subject of warrants of arrest for alleged offences against the administration of justice pursuant to Article 70 of the Rome Statute, consisting of corrupting or attempting to corruptly influence ICC witnesses.

Situation in Libya

The Office has made considerable progress in this situation this year with several milestones achieved.

Pursuant to the mandate in UN Security Council Resolution 1970 (2011), the Office has significantly progressed its investigations across the four key lines of inquiry outlined in its Report to the Security Council in April 2022, specifically: 2011 violence; crimes in detention facilities; crimes related to 2014 – 2020 operations; and crimes against migrants. Since November 2024, the team undertook 40 missions, collecting a significant body of evidence.

In line with its commitment to deepen cooperation with national authorities and to enhance dialogue, the Office welcomed the step taken by the Libyan government on 12 May 2025, under Article 12(3) Rome Statute, to declare its acceptance of the ICC's jurisdiction with respect to alleged crimes in its territory from

2011 to the end of 2027. The Libyan government pledged to fully cooperate with the Court under Part 9 of the ICC Statute.

This declaration is a significant milestone, representing an acknowledgement by the Libyan authorities of the positive impact of its engagement with the ICC, and further strengthening the basis for the Office's investigation in this situation.

On 16 July 2025, Mr Khaled Mohamed Ali El Hishri was arrested by the authorities of the Federal Republic of Germany, based on an ICC Arrest Warrant. German domestic surrender procedures are progressing, and the suspect is expected to be surrendered to the ICC imminently. The Office alleges that Mr El Hishri, a senior official of the armed group Special Deterrence Forces, known as SDF / RADA, is criminally responsible for numerous war crimes and crimes against humanity committed in Libya, in or near Mitiga Prison, from around February 2015 to, at least, early 2020. During that time, Mr El Hishri was one of the most senior officials of Mitiga Prison, where thousands of persons were detained for prolonged periods.

The Office filed an application for a warrant for Mr El Hishri's arrest on 3 April 2025. In the warrant of arrest issued on 10 July 2025, Pre-Trial Chamber I determined that there are reasonable grounds to believe that Mr El Hishri is criminally responsible for crimes including murder, torture, rape and sexual violence.

The arrest of Mr El Hishri is an important development in the Office's efforts to seek accountability in the *Situation in Libya*,

particularly for crimes in detention facilities, in accordance with its renewed strategy, which was outlined in the Prosecutor's Report to the UN Security Council in April 2022. This is a landmark for the investigation also, as it would mark the first surrender of a suspect since the UN Security Council referral in 2011.

The Office's work in this situation, in close cooperation with the Registry, also led to an arrest on 19 January 2025, when Mr Osama Elmasry Njeem was detained by the authorities of the Republic of Italy. The Office applied, under seal, for a warrant of arrest for Mr Njeem for alleged crimes against humanity and war crimes committed at Mitiga Prison in Libya between 2015 to 2024, including murder, torture, rape and sexual violence against Libyan nationals and migrants. The Chamber found that the crimes set out in the warrant were committed by Mr Njeem personally,

ordered by him, or with his assistance by members of RADA. The arrest warrant was issued on 18 January 2025 under seal and made public on 12 February 2025. The Italian authorities arrested Mr Njeem in their territory on 19 January 2025., however two days later he was released and returned to Libya. On 17 October 2025, the Pre-Trial Chamber issued its decision entering a finding of non-compliance by Italy under article 87(7) of the Rome Statute in relation to Italy's failure to surrender an arrested suspect to the Court.

In January 2025, the Court responded to a request for assistance from the National Crime Agency (NCA) of the United Kingdom, in support of a UK civil investigation into assets held by Mr Njeem. Drawing on this collaboration, the NCA has obtained orders to freeze accounts and properties with a combined value of GBP 12 million. The investigation by the



*Briefing to the United Nations Security Council on the Situation in Libya,
15 May 2025, Photo credit: UN Photo/Manuel Elías*

UK's National Crime Agency is ongoing. The Office has also learned from multiple sources that the arrest of Mr Njeem has impacted militia leaders and suspects, as evidenced by changed travel patterns of suspects tracked by the Office.

On 8 August 2025, Pre-Trial Chamber I granted the request of the Office to unseal a warrant of arrest against Mr Saif Suleiman Sneidel, a Libyan national, accused of the war crimes of murder, outrages upon personal dignity and torture in eastern Libya in the context of a non-international armed conflict. Mr Sneidel was an officer of Group 50 in the Al-Saiqa Brigade, which participated in an operation launched by the so-called Libyan National Army in Benghazi, known as Operation Dignity, in May 2014.

The Office's investigation in the *Situation in Libya* continues. On 9 November 2024 (from Tripoli) and 15 May 2025 (from The Hague), the Prosecutor briefed the Security Council on the situation. As outlined in these briefings, the work of the Office is proceeding across multiple lines of inquiry.

Violent repression of dissent persists in the Situation, and many witnesses continue to report fear of harm due to their cooperation with the Court. The Office has a responsibility towards people who are at risk on account of their cooperation, which it discharges in a discrete manner, providing appropriate support when doing so falls within our mandate.

In pursuing further accountability in this situation, the Office continues to rely on the partnership of national authorities, regional and international organisations, and the communities affected by Rome Statute crimes. Engagement with CSOs has also increased. Between October 2024 and the end of August 2025, the team held more than 239 engagements with CSOs and Human Rights Defenders to discuss their work, and the contributions that they can provide to the Office's investigations.

On 5 March and 8 October 2025 respectively, Deputy Prosecutor Khan held the Office's periodic meetings with CSOs and human rights activists, with over 70 CSOs representatives attending these meetings. The meetings have been part of a proactive Office policy to reach out on a regular and structured basis to victims and civil society through a victim-centred approach.

Pursuant to its *Policy on Complementarity and Cooperation*, the Office has also actively contributed to investigations conducted by domestic law enforcement agencies of seven State Parties into alleged international crimes committed in Libya. This includes continued good cooperation with national authorities within the Joint Team on crimes against migrants.

A more detailed view of the Office's complementarity activities in this situation is provided in Chapter 2.

Situation in Côte d'Ivoire

The Office has been conducting investigations into crimes allegedly committed in the context of post-electoral violence between December 2010 and June 2011. The closure of the Registry's office in Côte d'Ivoire in June 2025 did not impact the continuation of Office's investigative activities in this situation.

During the reporting period, regular contact was maintained with key stakeholders including CSOs through a webinar for Regional Technical Briefings on the OTP-Eurojust CSO guidelines, organized by the Office together with the National Authorities Against Impunity Project and Genocide Network Secretariat.

Situation in Mali

The Office has taken important steps forward this year in this *situation*, particularly in the *Al Hassan* case. Investigative activities have continued and the Office has closely monitored

developments related to alleged atrocity crimes on the ground.

The Office also continued its interaction with relevant specialised national judicial authorities with a view to supporting investigations and prosecutions, including through sharing information and expertise as necessary. This cooperation has been achieved despite Mali's announced decision to withdraw from the Rome Statute, which is nevertheless anticipated to have an impact on cooperation in the longer term.

Throughout the year, the Office has maintained engagements and sought opportunities to reinforce its cooperation with all stakeholders, including relevant States, the United Nations and CSOs.

The Prosecutor v. Al Hassan Ag Abdoul Aziz Ag Mohamed Ag Mahmoud

On 26 June 2024, Trial Chamber X, by majority, convicted Mr Al Hassan of the crimes against



Destruction of the Sheikh Alpha Moya mausoleum in the Alpha Moya cemetery, Timbuktu, Mali, 30 June 2012



*Deputy Prosecutor Niang and the prosecution team at the sentencing of Mr Al Hassan,
20 November 2024*

humanity of torture, persecution and other inhumane acts; and the war crimes of torture, outrages upon personal dignity, mutilation, cruel treatment and passing sentences without previous judgment pronounced by a regularly constituted court, affording all judicial guarantees which are generally recognised as indispensable. He was acquitted of the war crimes of rape, sexual slavery and attacking protected objects; and the crimes against humanity of rape, sexual slavery and other inhumane acts in the form of forced marriage. He was sentenced on 20 November 2024 to 10 years of imprisonment.

On 7 March 2025, the Appeals Chamber found the notices of discontinuance of their appeals filed by the Prosecution and the Defence valid, and terminated the appellate proceedings. As a result, Mr Al Hassan's conviction became final.

On 23 July 2025, the *Al Hassan* Sentence Review Panel reduced Mr Al Hassan's original

sentence by 12 months. The date of completion of Mr Al Hassan's sentence is set to 28 March 2027. Mr Al Hassan will remain in the ICC detention centre until the ICC designates a country where he will serve his sentence.

After the parties and participants filed their submissions on reparations following the Trial Chamber's order of 13 December 2024, the reparations hearing took place on 17 September 2025. The Chamber will render its decision on reparations in the case in due course.

The Office exchanged with the *Association Malienne des droits de l'Homme* (AMDH) subsequent to the verdict against Mr Al Hassan and the publicization of the warrant of arrest against Iyad Ag Ghaly. Further contact was made subsequent to the announcement by the Chamber of the date of 20 November 2024 for the delivery of its sentencing judgement. The *Association* proactively relayed to its constituency media reports and social media

feedback in relation to those developments. Engagement was maintained with the AMDH throughout the stages of the issuance of the verdict and sentencing decision as well as the communication of Mr Al Hassan's message seeking forgiveness and the decisions by Prosecution and Defence Teams not to appeal.

“The judgement responds to expectations of numerous victims of the occupation of Timbuctu by Ansar Dine which, according to the Chamber, that occupation was followed by torture and cruel treatments including public floggings.”

– Members of civil society following Al Hassan's conviction

Situation in the Central African Republic II (CAR II)

Since the conclusion of the investigation phase on 16 December 2022, the Office has worked on the completion of the two trials that have proceeded through the past year. At the same time, it has pursued efforts to implement the Memorandums of Understanding signed with the national authorities, by supporting the Special Criminal Court in Bangui.

The Prosecutor v. Alfred Yekatom and Patrice-Edouard Ngaïssona

This year, the *Yekatom and Ngaïssona* case concluded. On 24 July 2025, Trial Chamber V found both Mr Ngaïssona and Mr Yekatom guilty beyond any reasonable doubt of a number of war crimes and crimes against humanity which took place in Bangui and the west of the Central African Republic between September 2013 and at least February 2014. Mr Yekatom was sentenced to a total of 15 years of imprisonment and Mr Ngaïssona to a total of 12 years of imprisonment.

In this case, the Office presented 115 witnesses, 75 of whom appeared before the Trial Chamber. Over 16,000 items were submitted, including video and audio recordings, photographs, call data records, and other documents from various sources.

Both convicted persons have appealed their convictions and sentences and the Prosecution has appealed one acquittal that was entered for Mr Ngaïssona. The appeals are ongoing.

The support and good cooperation received from the Central African authorities and other relevant States, international organisations, civil society, and particularly victims and witnesses has been essential in implementing the Office's investigation and prosecution strategy in this case.

The judgment in the *Yekatom and Ngaïssona* case vindicates the fundamental rights of victims and underlines the critical importance of the principle of distinction between civilians and combatants in armed conflict.

Following the delivery of the judgement, Deputy Prosecutor Niang stated: “[This] judgment is a vital recognition of the extensive harm and suffering of the victims and the affected communities of the Central African Republic, and a testament to the courage and resilience of men and women who contributed to manifesting the truth through their testimonies and their cooperation with the ICC.”

The Prosecutor v. Mahamat Said Abdel Kani

The Office has made significant progress in this case. On 15 November 2024, it concluded its presentation of evidence, the Chamber having heard the testimony of 58 prosecution witnesses. Mr Said is being tried for crimes against humanity and war crimes allegedly committed in Bangui in 2013, including

imprisonment or other severe deprivation of physical liberty, torture, other inhumane acts, persecution, cruel treatment, and outrages upon personal dignity. Following the conclusion of the Defence case on 2 September 2025, the Prosecution filed its closing brief on 25 September 2025. Closing statements are scheduled for 25-27 November 2025, after which the Judges will commence their deliberations.

The Prosecutor v. Nouradine Adam Mahamat

The arrest warrant against Nouradine Adam Mahamat issued on 7 January 2019 and unsealed on 28 July 2022 remains outstanding.

The Prosecutor v. Edmond Beina

Pre-Trial Chamber II determined on 12 September 2025 that the case against Edmond



Deputy Prosecutor Niang and the prosecution team at the Closing Statement in the Yekatom and Ngaïssona case, 9 December 2024



Delivery of judgment and verdict in the Yekatom and Ngaïssona case, 24 July 2025

Beina was inadmissible, after concluding that the Central African Republic was willing and able to genuinely investigate and prosecute the case.

Mr Beina was the subject of a warrant of arrest issued under seal by the ICC on 7 December 2018. He was subsequently arrested by authorities of the Central African Republic and placed in custody pursuant to a warrant of arrest issued against him by the Special Criminal Court.

Situation in Georgia

During the reporting period, the work of the Office's work in the *Situation in Georgia* has continued, with efforts focussed on ensuring trial readiness in relation to the arrest warrants against Mr Mikhail Mayramovich Mindzaev, Mr Gamlet Guchmazov and Mr David Georgiyevich Sanakoev.

These suspects are alleged to be responsible for war crimes, namely unlawful confinement, torture, inhuman treatment, outrages upon personal dignity, hostage taking and unlawful transfer, committed in Georgia in the context of the armed conflict of August 2008. The Office has undertaken preservation activities under Article 56 Rome Statute and is moni-

toring the status of its witnesses and the broader situation as part of its tracking activities.

The investigation phase in this situation was concluded on 16 December 2022, meaning that the Office will not pursue new lines of inquiry into the alleged criminal responsibility of other persons or for other conduct within the *Situation*, absent a significant change in circumstances.

From 20-22 October 2025, Deputy Prosecutor Nazhat Shameem Khan conducted an official visit to Georgia, aimed at strengthening cooperation with a variety of stakeholders, including the Georgian authorities at ministerial level and members of the diplomatic community; CSOs; and affected communities and victims. The visit also sought to heighten public awareness for the three pending warrants of arrests. As part of her visit, Deputy

Prosecutor Khan visited settlements in Koda and Gori for people internally displaced by the 2008 conflict.

Situation in the State of Palestine

The investigation into this situation was opened on 3 March 2021, following a referral by the State of Palestine on 22 May 2018, and the decision by Pre-Trial Chamber I (PTCI) confirming that Palestine is a State Party to the Statute and the Court's territorial jurisdiction extends to the territories occupied by Israel since 1967, namely Gaza and the West Bank, including East Jerusalem.

After the Office received referrals from South Africa, Bangladesh, Bolivia, Comoros, and Djibouti on 17 November 2023, and from Chile and Mexico on 18 January 2024, the Prosecutor publicly noted that the investigation



Deputy Prosecutor Khan meeting with Georgian government officials and visiting IDP settlements in Gori and Koda, October 2025

opened in 2021 was ongoing and encompasses crimes committed since 7 October 2023.

On 21 November 2024, PTC I issued a warrant of arrest for Mr Mohammed Diab Ibrahim Al-Masri, commonly known as ‘Deif’, the highest commander of the military wing of Hamas (known as the al-Qassam Brigades), for the crimes against humanity of murder; extermination; torture; and rape and other forms of sexual violence; as well as the war crimes of murder, cruel treatment, torture; taking hostages; outrages upon personal dignity; and rape and other forms of sexual violence, committed on the territory of the State of Israel and the State of Palestine from at least 7 October 2023. On 26 February 2025, Pre-Trial Chamber I issued its subsequent decision terminating proceedings against Mr Al-Masri, following confirmation of his death.

Also on 21 November 2024, PTC I issued warrants of arrest for the Prime Minister of Israel, Mr Benjamin Netanyahu, and the then Minister of Defence, Mr Yoav Gallant, who are suspected of the war crimes of starvation as a method of warfare and of intentionally directing an attack against the civilian population; and the crimes against humanity of murder, persecution, and other inhumane acts from at least 8 October 2023 until at least 20 May 2024, the day the Prosecution filed the applications for warrants of arrest. The arrest warrants are outstanding.

The Office had initially filed applications for warrants of arrest for two other senior Hamas leaders, namely Mr Ismail Haniyeh, then Head of the Hamas Political Bureau and Mr Yahya Sinwar, then Head of the Hamas in the Gaza

Strip. Following confirmation of their deaths, the Chamber granted the withdrawal of the applications on 9 August 2024 and 25 October 2024, respectively.

The Office is currently engaged in litigation before Pre-Trial Chamber I and the Appeals Chamber, on several aspects relating to the current cases. Such matters this year have included challenges under articles 18 and 19 of the Rome Statute on complementarity and jurisdiction, respectively, including requests by the State of Israel to have arrest warrants withdrawn and the investigation suspended. The Office defended the Court’s jurisdiction in the situation, the scope of its investigation, including crimes occurring on and after 7 October 2023, and the validity of the issued warrants. issued in November 2024.

On 21 November 2024, PTC I issued two public decisions, one rejecting Israel’s challenge to the Court’s jurisdiction under article 19 and the other rejecting Israel’s request to order the Prosecution to issue a new notice under article 18 of the Rome Statute. Following Israel’s appeal against these decisions, on 24 April 2025, the Appeals Chamber remanded the jurisdictional challenge to PTC I, while finding inadmissible the appeal related to the article 18 notice.

On 14 May 2025, PTC I granted Israel’s request for leave to appeal the decision related to the article 18 notice on one concrete issue, namely, whether any substantial change had occurred in the parameters of the investigation into the situation, following 7 October 2023. The Appeals Chamber’s decision on Israel’s appeal is pending.

On 16 July 2025, PTC I rejected Israel's request, submitted on 9 May 2025, to withdraw the arrest warrants against Mr Benjamin Netanyahu and Mr Yoav Gallant, and to suspend the investigation pending the Chamber's ruling on jurisdiction. PTC I's decision on the merits of Israel's jurisdictional challenge is pending.

Following Hungary's failure to arrest Mr Netanyahu during his visit to Hungary from 4 to 6 April 2025, PTC I, on 24 July 2025, found pursuant to article 87(7) that Hungary failed to comply with its statutory obligation by not executing the Court's request to provisionally arrest Mr Netanyahu and referred the matter to the Assembly of States Parties.

The Office's investigation continues, covering multiple lines of inquiry. In this context, it continues to engage with relevant parties and stakeholders, including CSOs, States and international and regional organisations. As in all situations, complementarity continues to be taken into consideration in line with the Office's Policy on Complementarity and Cooperation.

Situation in Burundi

The Office has continued its investigation this year, focused on alleged crimes against humanity committed in Burundi or by nationals of Burundi outside Burundi since 26 April 2015 until 26 October 2017. In this context, missions to various countries have been conducted. The Office received good cooperation from States and civil society organisations despite the lack of cooperation from the Government of Burundi.

In line with its Policy on Complementarity and Cooperation, the Office remains ready to engage with genuine national efforts by Burundian authorities or other States to address the alleged crimes of 2015 – 2017.

Situation in Bangladesh/Myanmar

Since 14 November 2019, the Office has been investigating alleged crimes committed during the 2016 and 2017 waves of violence in Rakhine State, Myanmar, and the subsequent exodus of Rohingya from Myanmar to Bangladesh.

The Prosecutor announced on 27 November 2024 that the Office would file an application for a warrant of arrest before Pre-Trial Chamber I, having found that there are reasonable grounds to believe that Senior General and Acting President Min Aung Hlaing, Commander-in-Chief of the Myanmar Defence Services, bears criminal responsibility for the crimes against humanity of deportation and persecution of the Rohingya, committed in part in Bangladesh, a State Party to the ICC.

The investigation in this situation has continued throughout 2025 with the collection of documentary, video and photographic evidence, interviews with witnesses including in Cox's Bazar, Bangladesh, and the collection and analysis of open-source evidence, including social media and public statements. To this effect, the Office maintained good cooperation with multiple national and international actors, and particularly the Government of Bangladesh and the UN Independent Investigative Mechanism for Myanmar (IIMM). The Office has also maintained regular contacts and engagements

with UN agencies, NGOs and civil society in Bangladesh, including through in-person outreach efforts in the Kutupalong refugee camps in Cox's Bazar and online outreach activities. These engagements have been extended to other partners in the region.

Given the severe trauma among victims in this situation, the Office has taken special care in adopting trauma-informed strategies, including the engagement of gender, country and psycho-social experts.

The Office has also closely followed the work of other accountability actors engaged in bringing those responsible for international crimes to justice and sought to cooperate where possible.

“This is not the end, but it is the beginning of our healing. I now feel that our story is still being written.”

– Survivor, Dhaka

Situation in Afghanistan

On 23 January 2025, the Office applied for arrest warrants for Mr Haibatullah Akhundzada, Supreme Leader of the Taliban, and Mr Abdul Hakim Haqqani, Chief Justice of the “Islamic Emirate of Afghanistan”, for the crime against humanity of persecution on gender grounds, from at least 15 August 2021 until at least 20 January 2025, across the territory of Afghanistan. On 8 July 2025, Pre-Trial Chamber II issued warrants of arrest for both suspects. The strong cooperation of Afghan victims and witnesses, Afghan and international civil society, and all partners have been critical to advancing the Office's investigations in this situation. The Office is working closely with the Registry, States Parties and non-States Parties to enforce these arrest warrants.

The issuance of these warrants is a landmark moment – as these are the first arrest warrants in the Situation in Afghanistan, the first to charge persecution of women and girls solely on the grounds of gender, and the first to charge persecution of LGBTQI+ persons on gender grounds. These warrants recognise the rights and lived experiences of Afghan women and girls, as well as the rights of persons whom the Taliban perceived as not conforming with their ideological expectations of gender identity or expression, such as members of the LGBTQI+ community.

The Office continued its investigation into alleged crimes in this situation, including through interviews of multiple witnesses and the collection of documentary evidence, public statements and decrees by Taliban leaders,

in addition to large volumes of open-source material. Allegations of systematic discrimination and persecution against women and girls, as well as minority and opposition groups, have been a priority of the Office's investigations. In particular, the Office has integrated gender experts in its investigation team, along with country experts and psycho-social experts, to further ensure that the gender and intersectional dimensions of alleged crimes are fully and effectively addressed.

The focus of the investigation is on alleged crimes by members of the Taliban and the so-called Islamic State in Khorasan. Alleged crimes by other groups remain deprioritised.

In line with its duties and responsibilities, and in accordance with the Court's legal framework to protect the safety, well-being, dignity and privacy of witnesses and victims, the Office continued to take steps to address the protection of witnesses.

The Office also continues to actively engage with diverse CSOs to request and receive leads and non-public source material relating to documentation of relevant crimes in Afghanistan. The Team has met regularly with Afghan CSOs, at the Court and virtually, to highlight the ongoing lines of inquiry in the investigation and to explain the team's work.

Situation in the Republic of the Philippines

The investigation in this situation opened on 15 September 2021, when Pre-Trial Chamber I authorised the OTP to commence an investigation into crimes allegedly committed on the territory of the Philippines between 1 November 2011 and 16 March 2019 in the context of the so-called "War on Drugs" campaign. Following the decision of the ICC Appeals Chamber on 15 October 2025, the situation is under the overall responsibility of Deputy Prosecutor Mame Niang, in accordance with article 42(2) of the Rome Statute.

The Office is currently focussing its investigation on allegations of widespread and systematic killings of individuals in the Philippines, as part of a policy to eliminate drug users and suppliers between 2011 and 2019.

On 7 March 2025, Pre-Trial Chamber I issued an arrest warrant against Mr Duterte for crimes against humanity allegedly committed in the Philippines between 1 November 2011 and 16 March 2019. The OTP alleges that Mr Duterte, as founder and head of the Davao Death Squad, then Mayor of Davao City, and subsequently as the President of the Philippines, is criminally responsible for the crime against humanity of murder (article 7(1)(a) Rome Statute) committed in the Philippines between 1 November 2011 and 16 March 2019. Mr Duterte is alleged to have committed these crimes as part of a widespread and systematic attack directed against the civilian population.

The Office welcomed the arrest and transfer of Mr Duterte, former President of the Philippines,

on 12 March 2025 by the authorities of the Republic of the Philippines. The initial appearance of Mr Duterte took place on 14 March 2025. He is in custody at the ICC Detention Centre. The Office is preparing for the confirmation of charges hearing and is engaged in related proceedings before the Chamber.

On 23 October 2025, the Chamber rejected a Defence challenge to the jurisdiction of the Court, and found that the Court can exercise its jurisdiction in the present case over the crimes alleged against Mr Duterte that were committed on the territory of the Philippines while it was a State Party. That decision has been appealed by Mr Duterte and appeal proceedings are ongoing.

Efforts continued to be devoted to reinforcing engagement and cooperation with key stakeholders with a view to further advancing the

investigation. In this vein, regular meetings with CSOs for outreach purposes were conducted throughout 2025.

“The Office wishes to thank all the victims, survivors, witnesses and activists from the Philippines who have stepped forward to cooperate in the Office’s investigation. Their strength, courage, and perseverance make these significant developments possible.”

– Statement of the ICC Office of the Prosecutor on the arrest of former Philippine President Rodrigo Roa Duterte, 12 March 2025



Initial appearance of the former president of the Philippines, Rodrigo Roa Duterte, before Pre-Trial Chamber I of the International Criminal Court, 14 March 2025

Situation in Venezuela I

On 3 November 2021, the Office of the Prosecutor opened an investigation in the *Situation in the Bolivarian Republic of Venezuela I*. Following this decision, Venezuela invoked article 18(2) of the Rome Statute, prompting a suspension of the Court's investigations from April 2022 to June 2023. After litigation before the Pre-Trial Chamber and the Appeals Chamber, the Office successfully reaffirmed its right to proceed with the investigation, which has actively progressed throughout 2025, advancing multiple lines of enquiry. As of 2 September 2025, following the decision of the *ad hoc* Presidency of the ICC, the Situation is under the overall responsibility of the Deputy Prosecutor Mame Niang, in accordance with article 42(2) of the Rome Statute.

The Office has continued to benefit from good cooperation with various States as well as international governmental and civil society organisations, and to receive submissions through the dedicated, secure channel of the OTP link. Regular meetings have been held with the CSOs for outreach purposes, both in person and virtually.

The Office has also continued to closely monitor the developments in Venezuela following the presidential elections of 28 July 2024 and to analyse several communications transmitted to it regarding allegations of crimes that may fall within the jurisdiction of the Court.

Situation in Ukraine

The Office actively continues to pursue multiple lines of inquiry concerning events on the territory of Ukraine after 21 November 2013, with particular emphasis on conduct after the conflict was escalated significantly in February 2022.

Evidence-collection activities have included identifying and interviewing witnesses, collecting documentary and image-based material and conducting forensic evaluations. The collected evidence is relevant to all potential crimes within the mandate of the ICC committed throughout Ukraine, including the deportation of civilians, executions of civilians and POWs, torture, unlawful confinement, gender-based crimes, attacks against civilian objects and disproportionate attacks, detention-related crimes and attacks on critical infrastructures. The volumes of information and evidence submitted by States, CSOs and individuals is significant, with the Office carrying out its internal independent assessments of admissibility and reliability.

Since the middle of 2024, the Office has focused its investigation on detention-related crimes and has identified and prioritised specific detention locations. To this end, the Office is gathering evidence from victims and witnesses, documentary and video evidence, as well as information from national authorities and CSOs.

The Office's continued presence is secured by the establishment and opening in 2023 of its Country Office in Kyiv. Consequently, the Court is actively engaged on the ground in



Ambassador of Ukraine to The Netherlands H.E. Mr Andriy Kostin, ICC President Judge Tomoko Akane and ASP President H.E. Ms Päivi Kaukoranta during Ukraine's accession ceremony at the seat of the Court in The Hague, 17 July 2025

Ukraine, ensuring access to the evidence, coordination with relevant stakeholders in the situation country, including international organizations, CSOs and competent government agencies. The Office continues to benefit from strong cooperation with Ukrainian authorities and is also engaged in cooperation and coordination efforts with various domestic and international stakeholders, including members of the Joint Investigation Team established under the auspices of Eurojust.

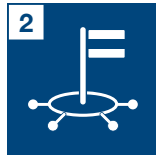
Continuous efforts have been devoted to advancing various aspects of cooperation, not only with the Registry in seeking the execution of arrest warrants in the situation, but also in other fields such as supporting States Parties deploying teams of experts in the context of the Office's Global Forensic Network. The Office has continued to actively engage in the work of the International Centre for the Prosecution of the Crime of Aggression, including through the mutual exchange of expertise and training. This has included the

provision by the OTP of training on open-source and online investigation techniques to national members of the Centre, as well as capacity-building sessions on strategic approaches to the investigation and prosecution of international crimes.

The Office actively engaged with Ukrainian CSOs on a regular basis, as important partners in identifying potential leads and in broader efforts to advance action in the situation.

The Unified Team continues to meet with CSOs in Ukraine on a regular basis, as important partners in identifying potential leads for the investigation. The Unified Team has also met CSOs at ICC Headquarters not only in the context of the annual ICC-NGO roundtable, but on separate occasions including during the submission of Article 15 communications.

Preliminary examinations



In accordance with article 14 Rome Statute, a State Party may refer to the Prosecutor a situation in which one or more crimes within the jurisdiction of the Court appear to have been committed, requesting the Prosecutor to investigate the situation for the purpose of determining whether one or more specific persons should be charged with the commission of such crimes.

However, a State Party referral does not automatically lead to the opening of an investigation. Pursuant to Article 15(2) Rome Statute, the Prosecutor shall analyse the seriousness of the information received, triggering a preliminary examination. Once the Preliminary Examination Unit (PEU) submits their Report to the Prosecutor, he or she concludes whether

there is a reasonable basis to proceed with an investigation.

Article 15 communications

During the reporting period, the Office received 83,119 submissions through its online platform OTPLink, including a total of 571,603 electronic files. This was an average of 228 submissions each day, marking a continued year-on-year increase of submissions since the Office launched OTPLink in 2023. Approximately half of the submissions received (47,636) were related to an open investigation or preliminary examination, and half (35,483) related to other matters. Of the total number of submissions, 3,373 submissions provided directly relevant information on crimes within the jurisdiction of the Court.

83,119 submissions through OTPLink
(including a total of 571,603 electronic files)



47.636

related to an open investigation
or preliminary examination

35.483

related to other matters

Preliminary examination in Nigeria

The opening of this preliminary examination was made public on 18 November 2010. It has primarily focused on alleged crimes committed by Boko Haram, the Islamic State in West Africa Province (“ISWAP”) and its splinter groups since July 2009, and by the Nigerian Security Forces since the beginning of the non-international armed conflict between the Nigerian Security Forces and Boko Haram since June 2011. In addition, it has examined alleged crimes falling outside the context of this conflict committed on the territory of Nigeria.

The preliminary examination was completed on 11 December 2020, as announced by former Prosecutor Fatou Bensouda. Since then, the Office has sought to engage Nigerian authorities in fostering complementarity through visits, in particular by Prosecutor Khan and Deputy Prosecutor Niang to Nigeria in 2022 and 2024, respectively, targeted requests for information and participation in capacity building activities.

The Office continued to request, receive and examine information on Nigeria’s ongoing proceedings in relation to crimes or conduct identified by the Office allegedly committed by Boko Haram, the Islamic State in West Africa Province (ISWAP) and splinter groups as well as by the Nigerian military. The Office also continued to engage with the Government of Nigeria to identify additional steps towards accountability, including the identification of impunity gaps and opportunities to share expertise and knowledge in support of domestic prosecuting authorities.

The Office remains committed to move forward with investigations in the absence of tangible progress by the Nigerian authorities.

Preliminary examination in Venezuela II

On 13 February 2020, the Office received a referral from the Government of Venezuela under Article 14 of the Rome Statute regarding the situation in its own territory. Pursuant to Article 14(1) of the Rome Statute, the referring State requests the Prosecutor to initiate an investigation into crimes against humanity allegedly committed on the territory of Venezuela, with the view to determining whether one or more persons should be charged with the commission of such crimes. In its referral, the Government of Venezuela states that crimes against humanity are committed “as a result of the application of unlawful coercive measures adopted unilaterally by the Government of the United States of America against Venezuela, at least since the year 2014.”

The Office has considerably advanced its work towards finalising its preliminary examination assessment in this *situation*. In doing so, the Office has conducted a comprehensive evaluation and analysis of all information available and given full consideration to all submissions and views conveyed to it, including by the Government of Venezuela.

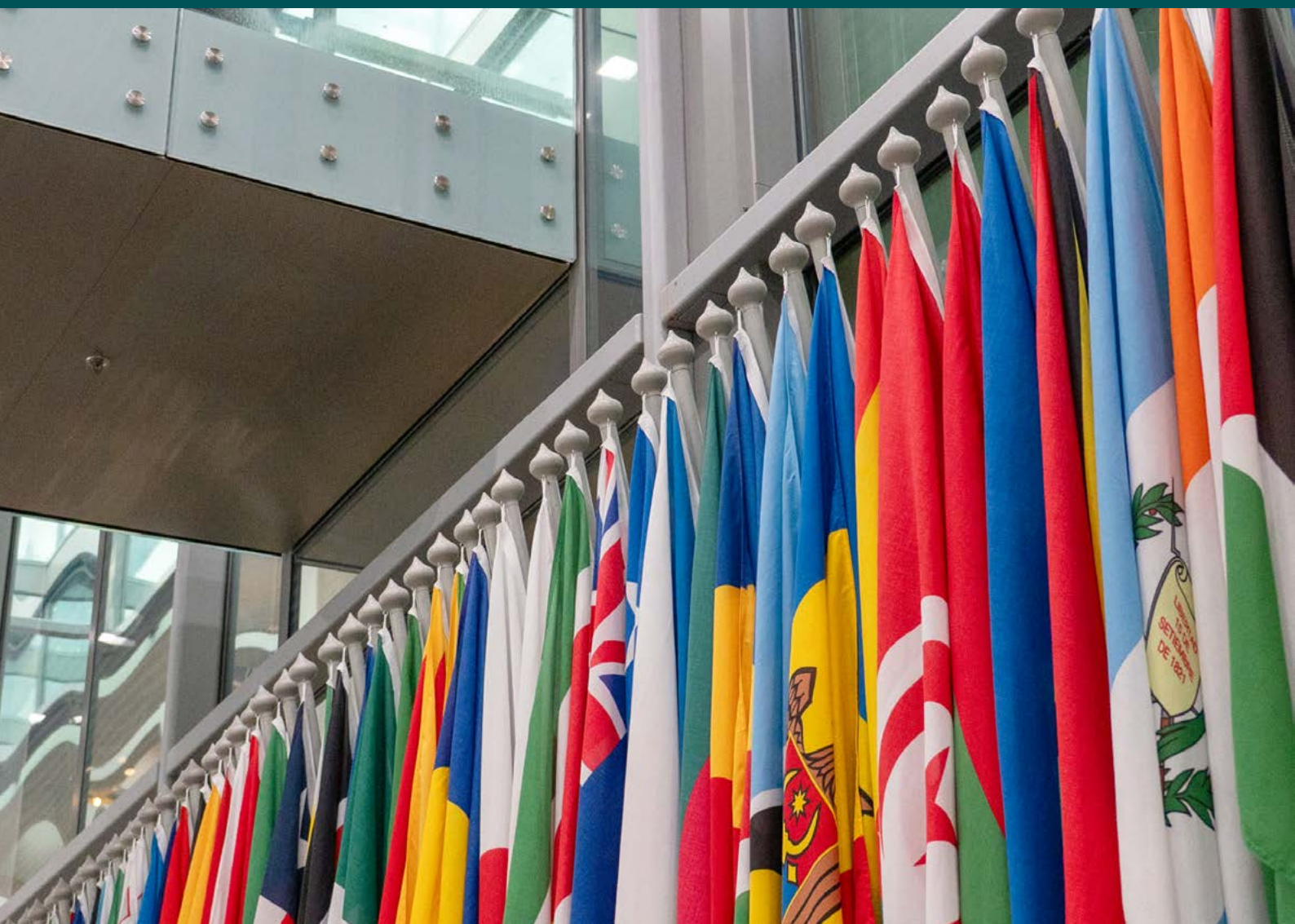
Preliminary examination in the Republic of Lithuania/Republic of Belarus

On 30 September 2024, the Republic of Lithuania submitted a referral to the Office, under Article 14(1) of the Rome Statute. Lithuania's referral alleges that "beginning in April 2020, and from at least 1 May 2020, partly ongoing to the present day, and continuing, crimes against humanity – including deportation, persecution and other inhumane acts – have been carried out against the civilian population of Belarus, at the behest of senior Belarusian political, law enforcement and military leaders, and that part of the element of these crimes was committed on the territory of Lithuania, bringing such crimes temporally, territorially, and materially (by subject-matter) within the jurisdiction of the Court".

During the reporting period, the Office has continued its preliminary examination and in particular advanced its subject-matter assessment of alleged crimes committed, to determine whether there is a reasonable basis to proceed with the opening of an investigation.

Chapter 2:

Complementarity and the global justice network



Introduction to Complementarity and Cooperation



2025 marked the first full year of implementation of the Office's *Policy on Complementarity and Cooperation*. Launched in April 2024, this policy sought to position the Office as a global hub for cooperation efforts by national authorities and regional and international partners. By enhancing its engagement with a broader spectrum of actors, the Office also seeks to reinforce its ability to deliver on its core mandate in investigations and prosecutions.

Through collective action by the Office, its national authority counterparts, civil society partners and other stakeholders, the last 12 months have seen significant progress in the implementation of the policy.

The Office has launched and already seen the operational value of its Cooperation and Complementarity Forum through the establishment of dedicated thematic groups addressing cooperation with immigration authorities and in support of its activities with respect to witness protection and financial investigations. This dialogue has brought not only enhanced visibility across partners regarding mutual activities, but also real impact in support of the Office's investigations. In parallel, the Office has continued its efforts to support and encourage incoming requests for assistance

from States, aimed at addressing Rome Statute and other serious crimes at the national level.

Key complementarity actions have been implemented in particular in Colombia, Ukraine, Guinea and Democratic Republic of the Congo, supported by contributions to the OTP Complementarity Trust Fund which is now fully operational.

The OTP-CSO Structured Dialogue has held valuable sessions addressing the submission of article 15 communications to the Office as well as the resourcing and financial architecture in which the Office operates. These exchanges have been valuable in deepening common understanding with civil society partners in these areas and in increasing the continued outreach activities of the Office.

This Chapter elaborates in more detail on positive complementarity initiatives developed during the reporting period, key developments in cooperation activities, and our partnerships with civil society.

The Office wishes to express its sincere thanks to all stakeholders for their continued support and partnership amidst a challenging time for all actors involved in the cause of international criminal justice.

Complementarity in action



In implementing its *Policy on Complementarity and Cooperation*, the Office has undertaken this year a range of external initiatives to enhance efforts by its partners in the fight against impunity.

The Office has sought to take a proactive approach to supporting accountability efforts beyond its own cases. This has incorporated the provision of information in response to an increasing number of requests for assistance under Article 93(10) of the Rome Statute and the delivery of technical assistance and

capacity-building initiatives as part of the Office's positive complementarity activities.

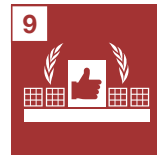
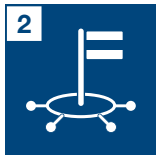
In these efforts, the Office has worked closely with international partners, including UN mechanisms and international fact-finding missions, ensuring that its activities are well aligned within the broader international justice system.

This section first provides an overview of situation-specific complementarity activities of the Office and subsequently addresses thematic initiatives in this area.



The four pillars of the Office of the Prosecutor's Policy on Complementarity and Cooperation

Overview of situation-specific complementarity activities



Afghanistan

The Office's continued engagement in the *Situation in Afghanistan* since 2007 reflects a sustained commitment to justice through its own investigations as well as continued efforts to encourage and support domestic inquiries and investigations into allegations of ICC crimes committed in Afghanistan.

The Office's complementarity activities date back to engagement with Afghan authorities during the preliminary examination, in 2007, to more recent adaptations in response to shifting political realities. Supporting national jurisdictions wherever possible is a priority for the Office in accordance with its approach to complementarity.

Following the *de facto* change in Afghanistan's leadership in August 2021, the Office recalibrated its strategy. Given the reduced capacity for meaningful cooperation with Afghanistan, efforts have focused on supporting investigations by other States and mechanisms.

While the Situation in Afghanistan remains fluid and challenging, the Office continues to adapt. Its approach underscores the importance of partnership, support, and collaboration under the framework of the Rome Statute, the centrality of victims' rights, and a broader commitment to ensuring accountability through both direct investigations and support to national jurisdictions.

In 2025, the Office continued to engage with relevant UN human rights mechanisms, and with national jurisdictions that are investigating and prosecuting the commission of international crimes in Afghanistan.

The Office has cooperated closely with the Australian national authorities in relation to alleged international crimes committed by Australian forces in Afghanistan. This included engagement with the independent inquiry led by Justice Paul Brereton and, thereafter, with the Office of the Special Investigator (OSI). Engagement has included information sharing,

technical discussions, and reciprocal visits aimed at strengthening investigative capacity and coordination.

Similarly, it has engaged with the UK's Independent Inquiry on Afghanistan (IIA), through regular meetings and exchanges. The IIA was established in December 2022 to examine alleged crimes by British Special Forces in Afghanistan, between 2010 and 2013, including potential cover-ups and the adequacy of previous investigations. The Office has responded to formal requests for assistance and engaged in technical consultations to support this process.

Bangladesh/Myanmar

The Office's efforts concerning the *Situation in Bangladesh/Myanmar* combine active investigations with a strong emphasis on complementarity activities including by providing support and coordinating with other international and national mechanisms working toward accountability for crimes committed in Myanmar, particularly against the Rohingya population.

The continuous cooperation with the Independent Investigative Mechanism for Myanmar (IIMM), which plays a key role in documenting crimes and supporting justice efforts by the ICC, has been central. The partnership with the IIMM is formalised



Rohingya refugee camp in Cox's Bazar in Bangladesh, in November 2024

through a Memorandum of Understanding and supported by regular coordination, information-sharing, and joint activities aimed at aligning efforts and avoiding duplication.

These efforts have been coupled with engagement with other judicial actors pursuing accountability for the Rohingya crisis, including Argentina's Federal Prosecutor No. 9. The Office also monitors emerging legal actions in other jurisdictions, including developments in relation to the case before the International Court of Justice.

Central African Republic

The complementarity work with national judicial institutions, particularly the Special Criminal Court, has been a central element of the Office's long-standing engagement and strategy in CAR.

Cooperation has been formalised through agreements signed in 2007, 2014, 2021 and 2023 which collectively recognise that strengthening national judicial institutions is essential to ensuring accountability and the effective administration of justice. They have provided a framework for good collaboration on investigations and prosecutions, as well as on the provision of technical support to national authorities, including training for judicial and law enforcement officials, supporting sharing expertise on evidence collection and case management.

The Office has provided significant operational assistance to the SCC, including forensic expertise, mobile phone data analysis, and the excavation and identification of human



OTP colleagues meeting with SCC judges, prosecutors, and investigators during a seminar, in October 2024

remains. In October 2024, two seminars were delivered in Bangui supported by the OTP Trust Fund on Complementarity and the Trust Fund on Advanced Technology and Specialized Capacity. The sessions focused on technical skills such as call data analysis, online investigations, and witness protection; and psycho-social support and counselling, targeting both justice professionals and civil society actors. The Office will continue to pursue its discussions with the SCC and broader CAR national authorities with a view to implementing further training and capacity building workshops in 2026.

Colombia

The Office has been engaged in Colombia's accountability efforts since a preliminary examination began in 2004. Early stages of this work involved assessing national proceedings and providing support through missions, training, and exchanges to strengthen Colombia's investigations and prosecutions of crimes under the Rome Statute.

Following the conclusion of the Office's preliminary examination in October 2021, with the determination that Colombian authorities – particularly the SJP – were actively and genuinely addressing Rome Statute crimes, the Office and the Colombian Government signed a Cooperation Agreement aimed at supporting Colombia's accountability efforts including through exchange of lessons learned and best practices with national justice mechanisms.

The 2023 Action Plan deepened this collaboration, outlining key activities such as the provision of technical assistance, and the sharing of expertise on gender-based crimes and crimes against and affecting children. In April 2024, a further step was taken with the signing of an agreement supporting the establishment of an OTP office in Colombia funded by the Trust Fund on Complementarity, dedicated to supporting complementarity activities. Workshops held with the JEP in 2024 focused on gender-based crimes and crimes against and affecting children, emphasising practical expertise and intersectional approaches.

This year, the Office has continued its focused activities under the Cooperation Agreement through regular engagement with key stake-

holders in Colombia, including the SJP. These efforts sought to support further progress in national investigations covering diverse crimes such as forced displacement, environmental crimes, and gender-based crimes.

On 29 April 2025, the Office and the SJP signed a Joint Workplan for the period of 2025-2026. Its objective is to reinforce the collaborative framework between the two institutions for exchange of knowledge, strengthening of judicial capacity, promotion of best practices in line with Rome Statute principles, and support of the work of the SJP through exchanges on matters pertaining to special sanctions and other measures.

The Joint Workplan also includes mutual commitments to engage in professional exchanges, technical assistance, and expertise on investigation and prosecution of Rome Statute crimes. Key substantive areas highlighted for common focus and action include gender-based crimes, crimes against and affecting children, environmental harm, the use of anti-personnel mines, standards for waivers of criminal prosecutions as well as matters pertaining to special sanctions.

In implementing the Joint Workplan, the Office conducted on 17 July 2025 an online workshop with SJP officials addressing Macro Case 10, which investigates crimes not subject to amnesty committed by former Revolutionary Armed Forces of Colombia – People's Army (FARC-EP) members. Sessions and exchanges centred on matters relating to unlawful attacks in violation of international humanitarian law, war crimes under customary international law, crimes affecting the environment in

non-international armed conflicts and the legal significance of the use of anti-personnel mines. The Office also addressed investigative and prosecutorial strategies drawing on experience at the ICC and other international tribunals, elevating the workshop from a theoretical discussion to a practical and insightful exchange.

The Office has also maintained good dialogue with the Attorney General's Office of Colombia ("AGO") in identifying areas of mutual priority, ultimately with a view to concluding a work plan to foster cooperation.

Two technical missions to Bogotá were conducted in May and October 2025 in which the Office held constructive discussions on joint efforts to reinforce cooperation in addressing serious crimes, including positive complementarity activities. During the visits, the Office met with the President of the SJP, magistrates and judicial officers, representatives of the Ministry of Foreign Affairs and the Attorney General's Office as well as civil society organisations and other international and national stakeholders engaged in supporting Colombia's accountability efforts.

On 16 and 18 September 2025, the SJP issued its first sentences against seven members of the former FARC-EP's Secretariat and, separately, against 12 members of the military, for war crimes and crimes against humanity committed during the armed conflict. These decisions represent a key landmark in the transitional justice journey of Colombia, sentencing the individuals concerned to eight years of special sanctions. The sentences further incorporate orders to various State entities and relevant

agencies, directing them to carry out measures in implementation of both the restorative and retributive components of the special sanctions. The Office welcomes these developments. It will continue to monitor this process and seek to further deepen its collaborative dialogue with the SJP and other relevant stakeholders in support of an appropriate implementation of sentences.

In the coming year, the Office will continue to implement the 2025–2026 Joint Workplan with the SJP. With a strengthened presence in Bogotá, the Office will maintain close contact with Colombian judicial institutions and other relevant actors, including the SJP and the AGO. This will allow for enhanced technical assistance, and further complementarity activities within the parameters of the mandate of the Office and available resources.

Supported through contributions made to the OTP Complementarity Trust Fund, throughout 2026 the Office will also continue providing technical assistance and practical sessions for Colombian magistrates and judicial officers with focus on investigations, prosecutions and legal approaches to crimes under the Rome Statute. The Office will prioritise the organisation of exchanges to strengthen Colombia's capacity in dealing with complex international crimes in compliance with international standards through ongoing, practical collaboration.

This year represented a landmark moment for accountability efforts in Colombia, including the first sanctions imposed by the SJP. This underlines the importance of the continued engagement and support of international

partners as a central pillar in this collective work. As many States globally continue to look to Colombia as a model for what can be achieved through transitional justice efforts, it is essential that those who have engaged with and supported this initiative from its outset continue that support. The Office remains fully committed to cooperate with the Colombian authorities in the coming year to ensure that the milestones reached this year ultimately constitute another signpost towards meaningful justice that meets the expectations of victims and strengthens the basis for continued and lasting peace.

Darfur, Sudan

Over the last year, the situation in Darfur has worsened significantly with a dramatic escalation in alleged atrocities, including mass killings, sexual violence, and forced displacement, and twenty-five million people reportedly facing acute food insecurity. Ongoing violence and instability demonstrate the continued relevance and necessity of international accountability mechanisms and support for genuine national accountability processes, and the urgent need to strengthen a global network of action for justice for crimes committed in Darfur.

This year, the Office has continued to prioritise the identification of potential synergies with other entities, building closer relationships and partnerships with the UN's Fact-Finding Mission for Sudan (FFM-Sudan), civil society from Sudan as well as Sudanese diaspora organisations. Discussions initiated in 2024 with the FFM-Sudan have led to the conclusion of a framework for cooperation that sets a basis



OTP and Registry staff conduct outreach activities in Chad in relation to the Situation in Darfur, Sudan, in April 2025

for deepening collaboration and provision of information.

A series of activities have been conducted during the relevant period in collaboration with key partners aimed at contributing to efforts in advancing accountability for international criminal crimes in Sudan. At the invitation of the FFM-Sudan and the International Commission of Jurists of Kenya, the Office attended the “Consultation on accountability for Sudan” held from 28 to 30 May 2025 in Kenya, providing an update on its activities and holding constructive engagements with relevant stakeholders. From 21 to 26 February 2025, the Office was represented at the Wayamo Foundation’s International Justice Symposium and documentation workshop for Sudanese human rights organisations and provided

expertise on best victims-witnesses interviewing practices as well as storage and analysis of evidence and open-source information.

In July 2025, the Office, closely cooperating with the Registry, conducted an outreach workshop thematically focussed on gender-based crimes for Darfur civil society organisations in Kampala, Uganda. The event, which drew a majority of Sudanese participants, helped deepen understanding of gender-based crimes and the best ways to engage and collect information from vulnerable persons in international crimes documentation activities. It also allowed for a dialogue on shared concerns on gender-based crimes, and to enhance the Office's understanding of the specific context. The Office will seek to replicate this model in other situations, drawing on the expertise of its Gender and Children Unit.

As the situation in Sudan continues to deteriorate, the Office's efforts to advance its investigations will continue unabated. In particular, steps to secure cooperation from the Government of Sudan, neighbouring States and other relevant entities to ensure accountability for the crimes allegedly committed since April 2023 will be pursued while investing efforts aimed at supporting activities conducted by its partners to close any impunity gaps.

Democratic Republic of the Congo ("DRC")

The Office's engagement on complementarity in this situation builds on the framework established in June 2023, when an MoU was signed to support the national justice system.

Over the past year, the Office has deepened its commitment to justice in the DRC, building on longstanding engagement with national authorities and key partners. This commitment focuses on a two-track strategy: advancing ongoing OTP investigations while supporting domestic accountability initiatives.

On 14 October 2024, the Prosecutor announced the decision to renew the Office's investigative efforts in the DRC, with a specific focus on alleged Rome Statute crimes committed in North Kivu since January 2022. In this context, the Office has engaged relevant actors – national authorities, civil society, and the international community. Engagement with judicial partners in the DRC was central during the reporting period, with efforts focused on exploring avenues of future support to the DRC authorities and enhancing cooperation with international partners. These engagements were deepened during a high-level mission to the DRC, from 24 to 26 February 2025, which had as a key focus the development of discussions on strengthening partnerships to deliver justice and accountability in DRC for affected communities in the East.

Further activities are now ongoing, including through follow-up consultations with DRC authorities and relevant stakeholders such as UNDP, MONUSCO, the Fact-Finding Mission on Human Rights Abuses and Violations in North and South Kivu in the DRC, international, and regional and local organisations, while taking into account the security and access situation in parts of the DRC territory.



Deputy Prosecutor Niang meeting with Amadou Oury Bah, Prime Minister of Guinea, in May 2025

Contributions to the Trust Fund on Complementarity have further supported work towards the development of a renewed holistic complementarity strategy in support of national accountability efforts in DRC.

Guinea

The Office has been engaged in supporting national accountability efforts for crimes committed during the 28 September 2009 events at the national stadium in Conakry, Guinea since the initiation of a preliminary examination in October 2009.

After the conclusion of the preliminary examination, the Office and the Republic of Guinea signed an MoU on 28 September 2022, reinforcing cooperation and consolidating support for the national justice processes which continues to guide the Office's activities in

Guinea. Under this framework, Guinea implemented key measures to ensure the effective prosecution of those responsible for the 2009 events, charging 11 individuals with killings, disappearances, and gender-based crimes.

The 2024 judgment by the Dixinn Court in Conakry represented a landmark in uncovering the truth behind the tragic events of 28 September 2009, where an estimated 156 to 200 people were killed or disappeared, and at least 109 women suffered sexual violence. The proceedings are not yet concluded. The appeal process in the main trial, and the opening of two related criminal trials, remain pending.

In April 2025, the Office engaged in an exchange of correspondence with Guinean authorities regarding the status of the national proceedings and the presidential pardon granted to a key perpetrator – former President Moussa

Dadis Camara – convicted by a domestic court related to the 28 September 2008 events.

During his follow-up mission to Conakry from 19 to 21 May 2025, Deputy Prosecutor Niang met with Guinean high Government officials, the Dean of the Guinea Bar Association, victims and civil society organisations, United Nations representatives and international partners to assess the progress of domestic criminal proceedings. Discussions focused on the commitment of the authorities to continue with accountability efforts with respect to the 28 September 2009 events, in accordance with the Memorandum of Understanding signed between the Office of the Prosecutor and the Republic of Guinea on 28 September 2022.

As reflected in his end-of-mission statement, Deputy Prosecutor Niang expressed concern that the premature pardon could undermine Guinea's ongoing efforts in its fight against impunity. He noted that the pardon has led to concerns from victims, especially as they fear similar acts could follow. The Deputy Prosecutor further noted that while the issuance of pardons can be a prerogative of States under national law, they may give rise to questions about the State's commitment to ensure accountability, and could be contrary to the State's obligation under international law to investigate and punish international crimes.

Deputy Prosecutor Niang also discussed with authorities the importance of memorialising the 28 September 2008 events and efforts to deliver justice for crimes committed, as well as further avenues of cooperation including the establishment of modalities for the handing over the Office's archives to the national authorities.

The mission was followed in July 2025 by a further exchange of letters between the OTP and the Minister of Justice of Guinea on the status of the pending national judicial proceedings related to the 28 September 2009 events. Monitoring activities of the implementation of the MoU and engagement with the national authorities will continue.

“Today, victims are discouraged by the pardon and fear that it is only a prelude to similar acts. In accordance with Guinea’s commitments under the Memorandum of Understanding, to render effective justice for the crimes committed, it is essential that the appeal process in the main trial, as well as the judicial proceedings against other alleged perpetrators of crimes related to the events of 28 September 2009, are carried through to their conclusion.”

– Deputy Prosecutor Niang, 23 May 2025

Libya

Since the United Nations Security Council referred the situation in Libya to the ICC in 2011 through Resolution 1970, the Office has investigated alleged war crimes and crimes against humanity committed across the country. Investigations cover the 2011 conflict, crimes in detention, operations between 2014-2020, and abuses against migrants smuggled via the Central Mediterranean Route. Libya's increasing cooperation with the OTP was recently reflected in their declaration under Article 12(3) of the Rome Statute, seeking the ICC's continuous investigation and technical cooperation up to the end of 2027.

In 2022, the Prosecutor introduced a renewed strategy to accelerate investigations and enhance cooperation with Libyan and other domestic authorities. Under this framework, the Office aims to support national judicial capacity through technical assistance. The Office has strengthened its relationships with Libyan authorities and international actors working on or supporting national investigations and prosecutions of core international crimes.

Also in 2022, the Office joined a Joint Team Agreement with national authorities from Italy, the Netherlands, the UK, and Spain, supported by Europol, to target key perpetrators of violence against migrants. This cooperation has led to arrests, extraditions, and ongoing trials at the national level, including the capture of a key smuggler in the United Arab Emirates, now awaiting extradition.

The Office has held positive dialogue and extensive cooperation with States and international organisations – including UNSMIL, Europol, and six national authorities – to support national investigations and prosecutions, in line with the Rome Statute's complementarity principle. The Office continued active collaboration with national law enforcement agencies, exchanging information and responding to Requests for Assistance. The Office has also supported national accountability efforts through forensic DNA training for Libyan forensic authorities.

This year, the Office provided support to the Libyan authorities in their request for technical support on authenticating videos of an alleged case of enforced disappearance. The OTP supported awareness-raising visits for Libyan diplomats and Libyan embassy staff to the Court and its facilities. It also actively supported domestic investigations in Germany, Belgium, the United Kingdom and France by providing information and sharing of evidence.

As part of the Joint Team on crimes against migrants, the Office exchanged relevant information and evidence with The Netherlands, Italy, Spain, the United Kingdom and Europol. At the time of writing, extradition of a suspect wanted on a Dutch arrest warrant was expected from UAE. At the end of July 2025, Germany arrested a Somali citizen based on a European Investigation Order issued by the Palermo Public Prosecutor's Office. The suspect is believed to be responsible for crimes of transnational criminal association and committing crimes including murder, torture and kidnapping. At the time of writing, extradition to Italy was pending.



The ICC Field Office in Kyiv coordinates forensic activities in Ukraine

The Joint Team has held multiple, regular strategic and expert-level meetings throughout the reporting period. More States are expected to join the Joint Team, thus strengthening cooperation on transnational and international crimes.

Ukraine

Ukraine's cooperation with the OTP operates as a "two-way street", enabling information-sharing and mutual support to advance both ICC and national investigations and prosecutions.

The Office's presence in Ukraine demonstrates how collaboration among complementarity actors can significantly enhance justice for victims through joint international and national efforts. This has included the establishment of the ICC Field Office in Kyiv, which opened in September 2023 and ensures coordination, exchange of information and joint evidence-gathering activities in support of the Office's and national investigations. This office also coordinates forensic activities in Ukraine to

increase operational efficiency including in the deployment of forensic experts.

To support collaboration across the full range of accountability actors in Ukraine, the Office co-chairs Workstream 2 of the Ukraine Accountability Dialogue Group, jointly with the Ukrainian Prosecutor General's Office ("PGO") addressing Action by Regional and International Institutions.

In April 2025, Workstream 2 held dedicated thematic sessions focussed on conflict-related sexual violence and other gender based crimes, with interventions from the Gender and Children Unit of the Office and the United Nations Team of Experts (Team of Experts on Rule of Law and Sexual Violence in Conflict). In July, a session on witness protection strategies, with interventions from the Office, the PGO and the Kosovo Specialist Chambers has been organized. In September, Workstream 2 addressed the thematic topic of forensic investigations, with interventions and updates provided by the Office and the PGO.

Across all thematic areas addressed this year the Dialogue Group has allowed for an increased baseline of understanding across relevant accountability actors, as well as exchange of experiences and best practices. Based on these discussions, areas for enhanced coordination of action have been identified. The main conclusions of these thematic discussions were also then reflected in the Plenary and Ministerial meeting of the Dialogue Group.

The Office also continued its participation in the Joint Investigation Team (JIT) with a number of domestic authorities under the auspices of Eurojust. The JIT allows for a swifter exchange of information and evidence as well as the coordination of investigative priorities of its members. The Office has taken steps to streamline the work of the JIT including during the meeting in May 2025, where information about investigative priorities was shared and an updated framework for coordination and action was discussed.

In addition, the Office held regular bilateral meetings with a number of other States conducting structural investigations into the situation of Ukraine in order to exchange about ongoing developments and discuss possible cooperation and evidence sharing.

Further, the Office participated in the monthly meetings of the International Centre for the Prosecution of the Crime of Aggression (ICPA) at Eurojust, delivering sessions in support of the work of the Centre in relation to OSINT research, prosecutorial strategies in core international crimes cases and – more recently – the Office’s experience in working with the European Space Agency.

Venezuela I

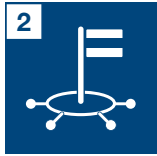
The Office’s complementarity engagement in Venezuela I situation was outlined in two MoUs signed in November 2021 and June 2023, which envisaged the Office providing advice and support to Venezuela in its domestic accountability efforts, including through an in-country presence in Caracas. Some of the activities envisaged included legislative reforms to incorporate Rome Statute crimes into national law, capacity-building for judicial authorities, and strengthening domestic institutions responsible for investigations and prosecutions of core international crimes.

Since 2021, the Office has conducted various missions to Venezuela, including high-level visits and technical missions, in an effort to implement the MoUs through engagement with Venezuelan authorities and other stakeholders. In 2024, the Prosecutor officially opened an in-country presence in Caracas to facilitate this work and underscored the urgent need for Venezuela to demonstrate real progress, including through the implementation of legal and institutional reforms protection of civilians’ rights, and the release of individuals detained for peaceful protest or political reasons, as well as the return of the Office of the High Commissioner of Human Rights to Caracas.

In December 2024, during the Assembly of States Parties, the Prosecutor expressed concern over the lack of anticipated legal reforms, stressing that Venezuela’s opportunity to demonstrate complementarity was approaching its limit. The dialogue between the Office and Venezuela continued throughout 2025 on potential complementarity activities. At the

same time, a critical review of the viability of the complementarity efforts has been conducted, leading to the Office's conclusion that no meaningful progress has been made by the national authorities. Consequently, in October 2025, the Office informed Venezuela of its decision to close its in-country presence by the end of 2025.

Thematic Complementarity Activities



The Global Forensic Network

The role of the Office's forensic experts is inherently collaborative and interdisciplinary. They work closely with the Unified Teams conducting investigations before the Court and coordinate with other sections within the Office.

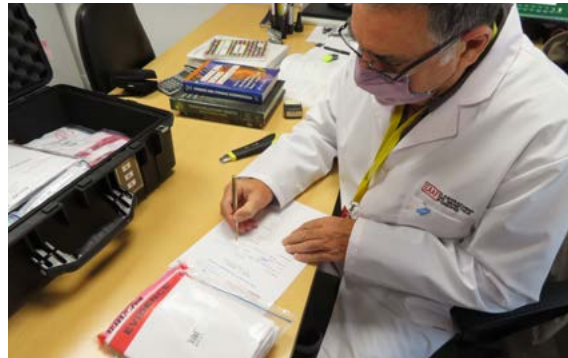
In line with the Office's commitment to positive complementarity, forensic experts often extend their support to investigative efforts by national counterparts and partner organisations, ensuring a cohesive and comprehensive approach to justice for core international crimes. For instance, the Office has worked with the Argentine Forensic Anthropology Team and the Columbia Law School Human Rights Clinic to conduct examinations and forensic activities in the Central African Republic. Technical training was also provided in 2024 to support national forensic practitioners in Libya. The Office is currently expanding its field-based forensic work to additional locations, including through the Global Forensic Network framework.

Progress under the Global Forensic Network is already evident in several situation countries.

In Ukraine, forensic experts have been deployed through cooperation with the authorities of the Netherlands, Belgium, Czech Republic, Denmark, France, and Switzerland. In 2025, three deployments were conducted under this model, drawing on experts and specialists from Denmark, the Netherlands, Belgium, and Spain. To build the capacity of forensic teams to deliver expertise consistent with Rome Statute requirements, the Office delivered forensic pre-deployment information in preparation for the deployment of forensic teams and supporting evidence collection for casework.

These deployments covered a range of forensic disciplines, from traditional medico-legal examinations to digital forensics, and were designed to support the Office's independent and impartial investigations while reinforcing complementarity efforts with Ukrainian authorities. For example, in response to a Request for Assistance from the Prosecutor General's Office of Ukraine, during 2025 the Office deployed a forensic mission to provide technical support to local authorities concerning alleged crimes within the ICC's jurisdiction.

Over the past year the Office actively participated in support and coordination within



Forensic experts of the OTP and international partners gather evidence in the field

national and multilateral forums. Through a video conference held in March 2025, the Office's Forensic Science Section delivered presentations on forensic investigations of core international crimes to judicial officers working for the Office of the Attorney General (*Procuraduría General de la Nación*) and other entities of the Republic of Panama as part of the Office's activities under the framework of the Complementarity Platform set up by the Secretariat of the Assembly of States Parties.

The Forensic Science Section engaged in a multi-agency forensic forum comprising international organisations operating in Ukraine whose primary objective is to ensure coordination, avoid duplication of efforts, and align the activities of participating agencies. The interventions reflected validated forensic needs and complemented broader coordination efforts

on issues such as missing persons, ensuring responses were tailored and avoided duplication. The Office also engaged with civil society actors to provide a forensic perspective on initiatives leveraging technology and novel evidentiary practices, reinforcing international standards in an increasingly digital environment.

Looking ahead, the Global Forensic Network will continue to serve as a platform for mobilizing forensic expertise and engagement in other situation countries, further strengthening the Office's ability to deliver impartial, science-driven investigations.

The Office welcomes States to transmit nominations of additional national experts who could engage in activities under the Global Forensic Network.

Complementarity and Gender-Based Crimes

The Office, through its Gender and *Children Unit (GCU)*, has actively engaged in a number of situations, to enhance work on gender-based crimes and crimes against and affecting children including through the complementarity lens.

In April 2025, as reflected above, the GCU delivered a presentation on conflict-related sexual violence and gender-based crimes as part of Workstream 2 Ukraine Dialogue Group, with a range of participating entities. In July 2025, the Office cooperated closely with the Registry to conduct an outreach session thematically focussed on gender-based crimes for Darfur-related civil society organisations in Kampala, Uganda. The GCU participated actively in this mission to identify areas of mutual benefit within the thematic focus and to engage to build capacity. This serves as an avenue to improve synergy in a dynamic and collaborative environment.

In July 2025, the GCU addressed a number of contributing States Parties during the OTP Insight Event on the impact of extrabudgetary contributions, to underscore the essential and practical ways in which the Trust Fund for Advanced Technology and Specialised Expertise has enhanced the Office's work on gender-based crimes and crimes against and affecting children. The GCU was also invited to address the Hague Working Group complementarity co-facilitation meeting in September 2025.

The GCU also seeks to engage with various experts on mainstreaming strategies and has had several productive meetings in that regard.

As the Office develops its strategic thinking on complementarity initiatives for gender-based crimes and crimes against and affecting children with GCU's assistance, further activities will be conducted in the future to implement the Office's policy initiatives.

Contribution to the Hague Working Group (HWG) on Complementarity

Throughout 2025, the OTP maintained active engagement with the Hague Working Group (HWG) in relation to the Office's activities on complementarity, and with the support of the co-focal points for complementarity (Australia and Uganda). This year, the enhanced participation of the OTP in the Complementarity co-facilitation has served to strengthen the bridge between the operational and programmatic complementarity work of the Office and the inter-State dialogue between States in this area.

The Office contributed to the HWG's thematic discussion on the implementation of its *Policy on Complementarity and Cooperation* by providing a briefing on situation-specific complementarity activities, gender-related accountability, and the evolving use of the Complementarity Trust Fund. During the focal-point facilitation meeting held on 29 September 2025, the Office presented updates on its engagement with national authorities in support of domestic proceedings addressing core international crimes emphasising a proactive and stakeholder-informed approach. The Office, through its EAU Complementarity and Civil Society team, provided insights on its tailored and situation-specific activities with

national jurisdictions, detailing how complementarity work continues to be applied across all situations and all stages of proceedings. Areas highlighted included the direct provision of support and technical assistance to national authorities, strategic use of technology to enhance two-way engagement, capacity-building through training and expert exchanges, and expansion of cooperation in complex environments, including in active conflict zones.

The meeting also provided an opportunity to present on the positive impact that contributions to the Complementarity Trust Fund have had in the effective and timely implementation of complementarity initiatives. The Office elaborated on how the Trust Fund has enabled dedicated support to the complementarity activities in Ukraine, the DRC and Colombia.

The Office through its GCU provided a comprehensive update on the practical implementation of key OTP policies from 2022–2024 on gender-based persecution, gender-based crimes, crimes against and affecting children, and slavery crimes. The Office outlined a multi-pronged strategy to embed these policies through survivor-centred and trauma-informed methodologies, internal and external capacity-building and technical guidance, operational tools including legal memoranda and training resources, and strategic litigation and filing reviews to ensure policy application in live cases.

States expressed strong appreciation for the OTP's continued leadership in advancing complementarity and gender justice under challenging global circumstances.

Trust Fund on Complementarity

The Office's Complementarity Trust Fund was established by the Registrar on 17 April 2024. The objective of the Trust Fund is to receive voluntary financial contributions from donors in order to strengthen the provision of assistance by the Office to national jurisdictions in implementation of the *Policy on Complementarity and Cooperation*.

In 2024, the Trust Fund benefited from voluntary donations by the Republic of Malta and the *Organisation Internationale de la Francophonie*. Since October 2024, the Office received generous contributions from Austria, Iceland and Spain, which have enabled the launch of new, longer-term activities and complementarity initiatives.

This year has shown that the Trust Fund can be an effective mechanism to pursue more substantial and impactful complementarity measures. The dedicated funds enable programmatic, specialised and highly adaptable activities, complementing the minimal baseline complementarity activities supported under the regular budget of the Office.

The Trust Fund has already had a tangible impact on complementarity-related efforts in the CAR and the DRC, including by providing funds to support proceedings conducted by the Special Criminal Court and domestic institutions through the provision of specialised technical assistance and the exchange of knowledge to advance national accountability efforts. The Trust Fund supported the delivery of specialised workshops to Colombia's Special Jurisdiction for Peace in support of its macro

cases 07 and 10. It further enabled an agile, targeted response to specific needs from a Ukrainian national investigation that was carried out within a three-month frame under the auspices of the Office, contributing to the collective efforts in realising the goals of the Rome Statute.

The Trust Fund has further enabled the implementation of complementarity strategies developed in partnership with national authorities, aiming to deepen cooperation with the Office and enhance any support it may extend. In the DRC, the development of a holistic complementarity strategy is currently financed through the Trust Fund. Further, contributions have made possible the strengthening of the Office's Global Forensic Network, as elaborated above. The Office also anticipates its strengthened local presence in Bogota, funded by the Trust Fund, to foster meaningful engagement with stakeholders in wider Colombia, serving as a hub for channelling the Office's complementarity activities more broadly.

The Office sincerely appreciates the financial support received and looks forward to expanding its project-based activities through continued contributions.

Taking Stock of Complementarity Activities and Looking Ahead

The Office's *Policy on Complementarity and Cooperation* marked a turning point in the complementarity posture of the Office.

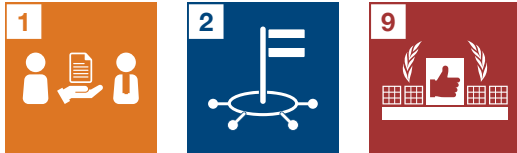
A year on, the Office has been able to reinforce its efforts in strengthening its relationships with a wide range of members of the Rome

Statute community. The delivery of tangible assistance across the situations outlined above, funded often through the Complementarity Trust Fund, has proved a valuable, additional mechanism through which the Office can continue to demonstrate value and relevance amidst a highly complex and coercive environment.

At a time when the demand for accountability in the face of international crimes is higher than ever, strengthening partnerships with national actors is critical for the delivery of justice. The complexity and gravity of international crimes require a united approach, blending international oversight and expertise with robust local determination. In this pivotal moment, reaffirming and strengthening these partnerships not only enhances the reach and effectiveness of international justice mechanisms, but also empowers national systems to uphold the rule of law and deliver accountability for Rome Statute crimes. This will remain a cornerstone priority of the Office throughout the upcoming period.

In the coming year, the Office will focus on ensuring that the thematic specialisations reflected in the work of the Gender Crimes Unit, Financial Crimes Unit and Forensic Sciences Section, among others, can be fully harnessed in a complementarity setting. To this end, the Office is developing funding proposals specifically targeted at supporting engagement with national authorities in these areas.

Cooperation with our partners



Cooperation is at the centre of the activities of the Office and is more essential than ever in delivering its mandate under the Rome Statute.

Amidst a dynamic and often challenging external landscape, the Office has this year nevertheless taken a progressive approach, under the framework of the *Policy on Complementarity and Cooperation*, to foster new ways of collaborating with States Parties and non-States Parties, international and regional organisations, specialised agencies, and private stakeholders. While a wide range of opportunities remain to further strengthen this network, the collection of measures introduced this year have had a practical, tangible impact on the Office's ability to investigate and prosecute Rome Statute crimes more effectively.

To maximise the impact of international cooperation under Part 9 of the Rome Statute, the Office has this year refreshed its operational tools and coordination mechanisms for managing outgoing and incoming judicial assistance requests, as well as data sharing and analysis. This has included the streamlining of internal processes, and, central to the Office's renewed cooperation efforts this year, the establishment of the OTP Complementarity and Cooperation

Forum as a space for enhanced collaboration with operational national counterparts.

In parallel, the Office has also actively sought to strengthen ties with key institutional partners such as Interpol, Eurojust, Europol, and the United Nations, aiming to enhance efficiency across all investigative and prosecutorial efforts and build a more resilient network to meet the cooperation needs. This has delivered tangible impact in terms of the operational cooperation opportunities, but there remains further scope to enhance this institutional collaboration in the coming period.

The partnership between the Office and civil society organisations also remains at the heart of what it seeks to, and is able to, achieve. This year has however represented a challenging period for CSO partners. In a landscape of increased violations of international humanitarian law and human rights law, coercive measures are being implemented against a number of civil society organisations simply for their wish to work in furtherance of accountability. The Office underlines its solidarity with our CSO partners, who remain critical in our common work to deliver basic recognition and redress for affected communities impacted by international crimes.

In this context, and as reflected in the situation-by-situation review in Chapter I of this Report the Office has sought, across situations, to continue to deepen its operational engagement with CSO partners, affected communities and victims in pursuit of accountability. In parallel, the Office has focused on harnessing two key architectural interventions with a view to strengthening strategic coordination and collective action with civil society organisations: the OTP-CSO Structured Dialogue and an enhanced exchange with respect to implementation of the Guidelines on documenting international crimes for accountability purposes.

Judicial Cooperation partnerships in action

Requests for Assistance

Incoming requests

During the reported period, the Office received 29 requests from partners who either sought assistance from the Office or utilised information provided in domestic and international proceedings. Requests received included those coming from 11 national authorities and two UN entities. This represents a continued year-on-year growth in these types of requests.

Notably, there has been an increase in requests from States to the Office seeking assistance with national investigations and prosecutions of core international crimes, or to support judicial filings before the International Court of Justice.

The Office responded to 92% of these requests within a period of 2 months. The average time needed to provide incoming RFAs with a

substantive response was 55 days. In instances where the Office was unable to fully answer the needs of a request for assistance, the Office secured the support of other partners to ensure a positive outcome for the requesting entity.

The focus of requests for assistance varied, including requests to assist in providing information on identified and non-identified individuals and criminal incidents, requests for technical assistance, and requests seeking consent of partners to share material that the Office had previously received. For at least one request regarding an incident that was peripheral to the Office's line of investigation in the relevant situation, the work of the OTP facilitated identification and liaison with key witnesses for national judicial authorities, as well as supporting the identification of a suspect on the territory of a national state. The digital tools used by the Office allowed systematically to filter information held in order to identify relevant material for the requesting partners.

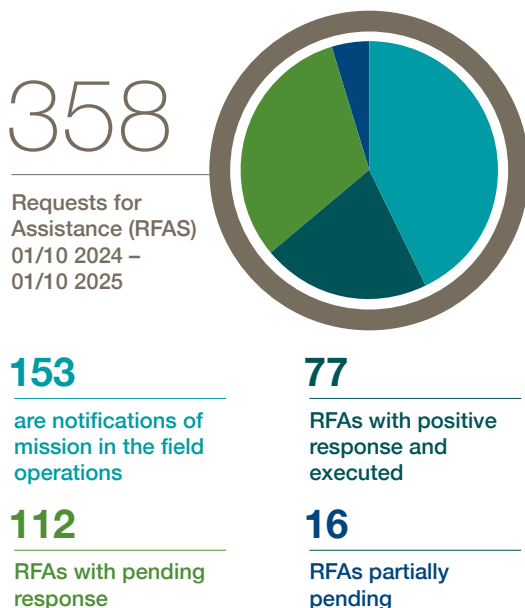
The Office has a key strategic goal to increase this form of support to its national partners. Reflecting this priority, it is developing a brochure on the incoming RFA process and activities, scheduled to be published before the end of the year. Incorporating concise and practical information on how State Parties, non-State Parties and International Organisations can harness the incoming request process to strengthen their own action towards accountability for Rome Statute and other serious crimes, the brochure aims to disseminate knowledge on the types of information that can be shared by the Office and the process cycle to support national judicial authorities

and other entities to prosecute core international crimes. The Cooperation and Complementarity Forum will also be leveraged in the coming year to better update practitioners on the support the Office can provide to external partners in the conduct of their own investigations and prosecutions.

The Office also continues to engage partners, such as the Genocide Network and the Joint Investigation Team Network, to facilitate submission and processing of further requests.

Outgoing requests

Through outgoing requests to States Parties, the Office accelerates its investigations and prosecutions. The Office has this year taken steps to further develop internal tools to strengthen the management of information on all incoming and outgoing requests for assistance (RFAs), including its core RFA Database. This has increased the ability to ensure detailed tracking of judicial requests, notifications to relevant States and any operations required for the investigations and prosecutions of the Office.



During the reporting period, over 358 RFAs have been addressed by the Office to national and competent judicial authorities, from which 153 are notifications of mission in the field operations delivered on the territory of multiple States.

The Office is determined in the coming period to engage national and competent judicial authorities further in order to increase the rate of RFAs with a positive response and execution (currently 76%) and decrease the rate of RFAs with pending responses (a total of 128 at present). In this effort, the Office is making further efforts to implement tools for knowledge sharing, information exchange and best practices in the field of judicial cooperation.

Joint Investigation Teams and Joint Teams

In line with the *OTP's Strategic Plan 2023–2025*, the Office has taken a proactive approach to its engagement with national and international authorities, in a manner consistent with the spirit and provisions of the Rome Statute. This has included a concerted focus to identify how the Joint Team modality can bring enhanced cooperation opportunities for the activities of the Office. Collaboration with national authorities within Joint Investigation Teams (JITs) established under the auspices of Eurojust, or Joint Teams under the legal framework of the United Nations Convention against Transnational Organised Crime (UNTOC), have led to concrete results both with respect to ICC investigations and in terms of direct assistance provided to national proceedings.

The Office's strategic approach to cooperation has benefitted from Eurojust's expertise to



Joint Investigation Team training at the ICC, in May 2025

facilitate JIT coordination meetings and support complex requests for assistance. As reflected in Chapter II, the JIT for alleged crimes committed in Ukraine has, in particular, allowed the Office to progress in its investigation and to focus on solutions to overcome key cooperation challenges. Concerning the *Situation in Libya*, the Office has continued to coordinate a number of cooperation strategies under the framework of the Joint Team addressing the line of inquiry on crimes committed against migrants in Libya.

The Office has also continued its participation in the Joint Investigation Team Network including through engagement at its annual meetings, focussed on reporting, enhancing cooperation, and managing digital evidence.

On 8 April 2025, the Office, with the support of the JIT Network and the Genocide Prosecution Network of Eurojust, provided an internal training to its staff on judicial cooperation in the context of JITs. These sessions reflected

that, although JITs are not mentioned specifically in the Rome Statute, Part 9 provides the legal basis for cooperation between the Office and national authorities in this format. On this basis, the involvement of the Office in JITs can occur in two forms: as a JIT ‘party’, or as a JIT ‘participant’. In recognition of the potential value of these mechanisms for cooperation, EAU has assisted the preparation of a procedure and information materials for national partners.

Future sessions will also be organised under the Cooperation training series program on the potential use of the Palermo Convention Joint Team format in additional situations, drawing on the expertise developed at legal and operation level in the situation in Libya.

Eurojust

The Office’s relationship with Eurojust has continued to be strengthened in the last year. In January 2025, the Prosecutor met with the new president of Europol Michael Schmid,

former National Member for Austria, appointed in November 2024, setting out priorities for enhanced collaboration in the coming year.

The Office's positive working relationship with Eurojust has been reinforced in particular by ongoing collaboration on the Guidelines for documentation of international crimes, its ongoing engagement in Joint Investigative Teams under the auspices of Eurojust and, importantly, the ongoing participation of the Office in the Genocide Prosecution Network (GPN), a forum hosted by Eurojust coordinating national authorities' efforts to combat core international crimes.

The Office met with the GPN on a regular basis during the reporting period to discuss activities and projects and to develop a more structured workplan between the two entities. Participating in the annual meetings of the GPN at Eurojust has allowed the Office to share with members the activities and recent webinars of the Cooperation and Complementarity Forum. Key cooperation highlights were also addressed relating to several situations at the Office involving cooperation with member States of the Genocide Network. The OTP renewed approach to cooperation and incoming requests process was also well received during discussions with GPN members and allowed direct exchanges to tailor the approach needed by States in their requests.

During the annual GPN meeting in April 2025, the Office contributed to the discussion on the open session on the Crime of Genocide. During the 10th session of the Annual Seminar of focal points for cooperation in situation countries held in September 2025, the Office presented

the cooperation with Eurojust and other EU agencies such as Europol.

The Office has also continued its participation in bi-monthly meetings at the International Centre for the Prosecution of the Crime of Aggression against Ukraine (ICPA), a judicial hub embedded in Eurojust to support national investigations into the crime of aggression related to the war in Ukraine. The Office has provided support to partners in the ICPA through various means, including by delivering sessions on open-source intelligence and digital evidence.

Europol

Europol and the ICC have significantly strengthened their cooperation through two MoU signed in September 2024 that enable the exchange of information and expertise, provide direct access to the Secure Information Exchange Network Application (SIENA) platform at the ICC and support the creation of the role of Europol OTP liaison Officer. This enhanced collaboration enables the ICC to benefit from Europol's analytical support, including open-source intelligence.

The SIENA network is a key communication tool used between national law enforcement authorities of the European Union, States outside the EU such as Australia, Canada, Norway, Liechtenstein, Moldova and Switzerland, as well as organisations such as Frontex, Eurojust, the European Anti-Fraud Office (OLAF) and Interpol. Access to this network at the ICC was launched in January 2025 and is now supporting direct police-to-police communications with relevant national authorities, accelerating operational cooperation.



Deputy Prosecutor Khan meeting with Deputy Executive Director of Operations of Europol Jean-Philippe Lecouffe for Europol Day at the ICC, 9 September 2025

Formal judicial cooperation channels will remain unchanged for the Office, while enhanced connections with national law enforcement authorities will allow the OTP to strengthen pre-request consultations and thereby reduce the time and effort needed to support effective responses.

On 9 September 2025 Europol Day was organised by the Office at ICC, marking the renewed cooperation framework between Europol and ICC and gathering a delegation of more than 20 Europol staff headed by Deputy Executive Director of Operations General Lecouffe, who opened the event alongside Deputy Prosecutor Khan. Discussions were structured across two main segments: i) a general session on the practice under the renewed framework, addressing in particular the opening of the SIENA connection and the activities of the Analysis Project of Europol

on core international crimes, and ii) technical sessions including in relation to Special Tactics (witness protection and fugitive tracking), E-evidence Cooperation, the Financial Crime Team, and Analysis Project check the Web (Islamist propaganda).

The Office looks forward to further deepening its cooperation with Europol in the coming year.

Interpol

This year, the Office has taken important steps to develop its relationship with Interpol. Representatives of the Office attended the 92nd Interpol General Assembly held in Glasgow, UK, with 196 participating member States and Observers. The delegation held fruitful meetings to renew partnership under the framework of the OTP-INTERPOL Cooperation Agreement.

From 15-17 September 2025, the Office participated in an ICC-Interpol seminar held at ICC Headquarters in Lyon, aimed at strengthening cooperation and collaboration between the two institutions. Focus was placed on enhancing joint efforts to track, locate, and apprehend fugitives wanted for core international crimes, and to explore opportunities for improved information sharing, coordination, and operational support.

Discussions were grouped into several sub-topics, including intelligence sharing and cooperation; analytical activities and tools, and enhancing joint operational activities.

United Nations

As referenced throughout this report, the relationship of the Office with the United Nations is central to many of its cooperation and operational activities. Across a range of situations, the Office has in the reporting period been able to deepen its collaboration with UN fact-finding missions and commissions of inquiry, supporting access to information that has tangibly moved forward investigations and prosecutions. Strategic dialogue with the Office of the High Commissioner for Human Rights has also continued to be of significant value to the Office.



ICC delegation meeting with William Hippert, Director of Operational Support and Analysis, at Interpol, in September 2025

The Office also continues to remain grateful to the United Nations Office of Legal Affairs which serves as an institutional focal point facilitating cooperation between the Office and UN entities.

During this reporting period, the Office has also maintained a valuable relationship with the UN Office on Drugs and Crime (UNODC). On 18 and 19 March of this year, the Office participated in the UNODC seminar on the toolkit for Digital Case Management Systems (DCMS). The seminar gathered experts from Colombia, Argentina, Vietnam, Uzbekistan, Nigeria, Canada, EU Member States, United Kingdom, Austria, Poland, Spain, as well as representatives from Eurojust, the Council of Europe, the Office and other UN agencies, regional networks and competent authorities in judicial cooperation in criminal matters. The Office provided an overview of its database on judicial cooperation and updated relevant stakeholders about the ability of the Office to share digital evidence with central and competent authorities, as part of ongoing efforts to provide capacity-building to states and international organisations working in the field of judicial cooperation in criminal matters.

Complementarity and Cooperation Forum

As part of its efforts to operationalise its *Policy on Complementarity and Cooperation*, the Office launched a new global Complementarity and Cooperation Forum, envisioned to serve as a dynamic platform for information exchange and coordination with national authorities.

The activities of the Forum, prepared in consultation with all relevant teams of the Office, are structured along two core aspects of its practice: (i) thematic and transversal cooperation; and (ii) strengthening situation specific dialogue, in particular with respect to incoming requests. The Forum's objectives are to:

- create a unique and holistic interface for information sharing and exchange of expertise between the Office, national authorities and regional organisations;
- identify key areas of cooperation with States, particularly for cases under investigation or prosecution;
- enable better coordination of efforts on investigations into international crimes, maximizing available resources and reducing duplication ;
- foster synergy between the international and national levels and support multilateral discussions at regional level between operational partners to deliver guidelines and operational solutions to overcome common challenges.

The Office welcomed the positive response by participating authorities from the first thematic session of the Forum held on 1 July 2024. In 2025, the Office has focused on expanding the Forum to a number of other thematic areas in which transversal dialogue can add value to its overall cooperation activities, namely in the form of the Immigration Working Group, the Witness Security Working Group, and the Financial Investigation Group.

Progress has been made by the Office in selecting specific engagements with national judicial authorities, while holding productive interactions and dialogue with relevant stake-

holders. Questionnaires on witness security and immigration have been shared with States to allow operational support to the Office, while the Office provided knowledge, and capacity building to national authorities on investigations and prosecutions of serious crimes of common concern, enhancing further the fight against their impunity with a victim's centred approach.

A brochure on the Cooperation and Complementarity Forum will be available to States, domestic institutions and authorities, regional and international experts and practitioners on particular topics of interest, providing a concise overview on the nature and purpose of the Forum.

Immigration Group

The Immigration Group was established as a strategic platform to facilitate cooperation between domestic immigration and judicial authorities and the Office. In line with the overarching objectives of the Forum, its mission is to foster the exchange of best practices and the development of effective methods for accessing immigration data that support complex investigations and prosecutions.

Webinars organised by the Group have brought together OTP staff and national experts to share technical knowledge and operational insights, deepening shared understanding of the challenges and opportunities in managing and exchanging immigration information.

In July 2025, the third instalment of the immigration webinar series focused on identifying concrete ways to reinforce cooperation around data stored in national immigration systems.

During the event, the Office presented a mock case scenario based on recent operational experiences. This interactive approach not only illustrated practical challenges but also highlighted new tools and methods developed by the OTP to enhance cross-border judicial cooperation.

Contributions from national authorities in Belgium and Germany enriched the discussion. Both countries shared their evolving practices and technical advancements in immigration systems – underscoring their commitment to supporting international criminal justice efforts. Their insights provided valuable lessons on how immigration data can be leveraged to strengthen investigations and prosecutions.

Beyond dialogue, the Immigration Working Group has developed two key instruments designed to improve operational efficiency. First, a comprehensive questionnaire was distributed to participating States to assess their national capabilities and resources. The data gathered enabled the OTP to tailor its judicial requests more precisely ensuring that each request aligns with the responding State's operational capacity.

Second, a specialised Consultation Form was introduced. This tool helps OTP investigators and international cooperation advisors to craft assistance requests using terminology and formats that reflect national systems' realities. By embedding key terms and procedural nuances in formal requests, this approach ensures smoother execution by national counterparts and more impactful investigative outcomes.

Witness Security Group

In March 2025, the Office launched the Witness Security Group under the Complementarity and Cooperation Forum.

Protecting those who come forward to speak the truth – often at great personal risk – is fundamental to the work of the Office and to the pursuit of justice by all counterparts. Recognising this, the Witness Security Group was designed to open a structured dialogue with relevant stakeholders on how to better secure and support witnesses involved in international cases. One of its core aims is to situate the Office’s work within a broader operational context, sharing its experiences, challenges, and lessons learned in the complex field of witness security.

The Group’s inaugural webinar marked the first step in that process. Bringing together judicial and law enforcement representatives from over 30 States and more than 80 participants – including witness protection focal points, police and justice authorities, international cooperation officers, and embassy representatives – the event provided a platform for constructive discussions and practical exchanges.

This was an opportunity for the Office to outline the real-world challenges it faces in coordinating witness protection across jurisdictions and to present good practices shaped by years of operational experience. For States, it served as a gateway to better understand the Office’s requirements and constraints, while also sharing their own national approaches and successful collaboration models.

Crucially, the Witness Security Group does not just convene discussions – it institutionalises them. It is now a key mechanism through which the Office channels its evolving needs for witness security support across judicial proceedings.

Building on the outcomes of the first webinar, a second event was organised in July 2025 to delve deeper into operational strategies. This session focused specifically on how the Office conducts witness risk evaluations and prepares detailed security assessments. The United Kingdom’s SO15 War Crimes Unit played a key role in this activity, presenting its own methodologies for risk assessment, offering a national perspective grounded in hands-on experience.

A formal report from the webinar will guide the development of future practices and serve as a reference point for future sessions of the Group.

Financial Investigations Group

A new group of the Complementarity and Cooperation Forum was launched in October 2025 on cooperation in financial investigations, starting with the presentation of the recently established Financial Investigation Unit in the Office and related cooperation strategies.

The forum discussed avenues to further strengthen investigative and judicial cooperation with national authorities, and develop strategies to fight international crimes through identifying, locating, freezing and seizing criminal assets. The Office presented its role and initiatives in financial investigation and asset recovery with concrete examples, together with Registry.

More than 50 participants attended the webinar, and several States and Organisations shared their expertise and support cooperation with the Court in this area. The Office anticipates that, looking forward, this will be an important space in which the cooperation strategy of the Financial Investigation Unit will be developed and enhanced through direct dialogue with operational counterparts.

Annual Seminar of Focal Points

From 16 – 19 September 2025, the Office supported the organisation, with the Registry, of the 10th session of the Annual Seminar of ICC Focal Points. The Seminar benefited from the participation of representatives of various pertinent States from situation countries, in order to exchange best practices and experiences and strengthen cooperation with the Court.

At this seminar, interactive exchanges addressed: increased understanding of the role of a cooperation focal point; challenges affecting cooperation delivery; improving processes and tools of cooperation through experience sharing; deepening focal points' understanding of the challenges affecting various judicial cooperation areas, such as witness protection and the post-trial instances of an ICC case, among others, and sharpening cooperation tools to tackle these challenges.

A special session on the Global Accountability Network was added to the seminar, reflecting on the positive complementarity initiatives of the Office under the Complementarity and Cooperation policy. The session benefited from the participation of the Head of the Genocide Network at Eurojust, Matevz Pezdirc, who

provided reflections on how the developing global landscape of action by national authorities can serve as a positive context for even deeper cooperation with the ICC.

Contribution to the Hague Working Group (HWG) on Cooperation

The Office, along with the Registry and Presidency held various meetings over the course of the year with the Hague Working Group Cooperation co-facilitation, with the crucial support of co-facilitators France and Senegal. Mirroring its approach in the Complementarity co-facilitation, the Office has sought to build a bridge between the co-facilitation and the operational initiatives undertaken this year such as the Complementarity and Cooperation Forum.

Following the workplan of the co-facilitating States, the Office contributed to the first meeting, in March 2025, presenting the work of the Forum, and in particular the efforts undertaken through its Immigration Group.

During the second meeting in July, the Office contributed to discussions on arrests. The Office's Tracking and Information Fusion Section, together with Registry, provided updates to the delegates on joint efforts and experiences regarding the tracking of fugitives, before and after the issuance of an arrest warrant. The Office also elaborated on cooperation in the context of its financial investigations. Several countries, including Belgium, France, the UK and Germany, shared their experiences in cooperating with the Court, and in relation to matters of arrest and surrender in particular.

During the third meeting in October 2025, the Office presented an update to the HWG in relation to its work undertaken in the context of its Global Forensic Network.

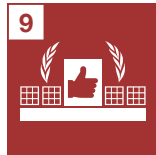
Taking stock and looking forward on cooperation

As reflected in this section, the Office's efforts to develop a systematic approach of cooperation, through implementation of its *Policy on Complementarity and Cooperation*, is driven by the needs of its investigation and prosecution work and by the importance it attaches to support accountability efforts by relevant actors. They also reflect a key imperative to harmonise and allow equal opportunities for each situation and all OTP Unified Teams and Units. Implementation has been complemented at all steps by a close coordination with Registry.

This year has been one of significant architectural initiatives in the establishment of various Groups under the Forum as well as the renewal of key institutional relationships. Looking to 2026, the Office will seek to consolidate this progress. Work will focus on implementing new Groups under the Complementarity and Cooperation Forum, including on Gender Crimes and Children, while ensuring tangible next steps are taken in further integration of activities with Europol, Interpol, Eurojust and other regional organisations from different regional groups.

The Office will also place significant emphasis on strengthening understanding across national counterparts as to the potential assistance the OTP can provide in support of domestic proceedings addressing international crimes, building on the development of the incoming request brochure in late 2025. The reciprocal, mutually beneficial, nature of cooperation will be a key message as the Office seeks to realise the full potential of the principle of complementarity under the Rome Statute.

Working with Civil Society



During 2025, the Office continued strengthening its work with CSOs through active engagement and collaboration.

The Office is committed to strengthening its thematic, structural engagement with CSOs to ensure that all partners benefit from a coherent and effective approach by the Office. This commitment has, at its core, a recognition of the crucial role that civil society plays in every stage of the activities of the Office, as well as an acknowledgment that collective efforts are necessary to protect the rights and well-being of survivors.

The *Policy on Complementarity and Cooperation* elaborated a series of steps to make its commitment a reality, distilling a range of integrated measures and initiatives that seek to strengthen the Office's ability to benefit from the expertise and drive of civil society, both with respect to the implementation of effective investigations and prosecutions, and in the development of its broader policy framework. To ensure meaningful implementation of the Policy, the Office appointed an Office wide point of contact to ensure a more structured and proactive engagement.

Efforts to enhance engagement have included the organisation of thematic roundtables, the

publication of guidelines for the collection and preservation of information concerning human rights violations for the purpose of accountability, and the enhancement of the engagement with national and local community-based organisations working across situations.

OTP-CSO Structured Dialogue

The OTP-CSO Structured Dialogue is a key initiative for the Office, reflecting a core commitment outlined in the *Policy on Complementarity and Cooperation*. It consists of a structured space for regular exchange and reflection, where key thematic priorities are addressed between CSOs and the Office, along with cross-cutting issues identified across situations.

These sessions aim to provide a space for meaningful engagement with CSOs, fostering trust and transparency while respecting the parties' independent mandates and duties of confidentiality; promoting constructive exchange and better understanding of matters of common interest relevant to the work of the Office, including the implementation of its policies; and facilitating continued engagement with CSOs, ensuring alignment with the broader objectives of international justice.

The inaugural session of the OTP-CSO Structured Dialogue took place on 14 November 2024, marking a key step in formalising the initiative and reaffirming the shared commitment to transparent and structured engagement. At the request of CSOs, the discussion focused on the role and responsibilities of the Office's International Cooperation Advisors (ICAs), particularly with respect to their interactions with local organisations in situation countries, communication and harmonisation of OTP engagement practices across different situations, and challenges.

The session offered a constructive space for CSOs to pose questions and engage in discussions focusing on communication and harmonisation of OTP engagement practices across different situations. The Office provided an overview of the role and responsibilities of ICAs, emphasising the pivotal position they hold in facilitating legal and operational cooperation to conduct investigative activities and support outreach efforts. ICAs also discussed the main challenges they face in fulfilling their functions, outlining how duties of confidentiality and logistical, security, and resource limitations can constrain their work, and the amount and type of information that can be shared publicly. In addition, ICAs highlighted the indispensable role that civil society plays in supporting international justice and ensuring that the Office's work resonates with affected communities.

The second session of the Structured Dialogue was held on 28 May 2025, focusing on information submitted to the Office under Article 15 of the Rome Statute, and in particular on communications sent to the OTP by civil

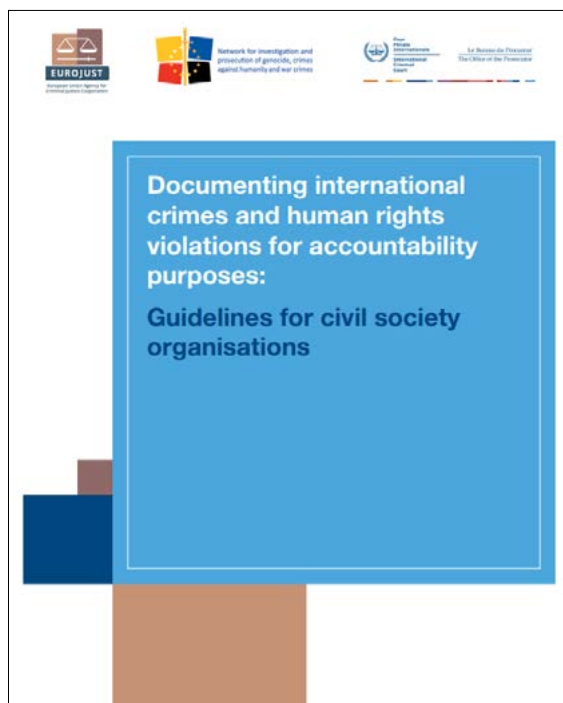
society organisations. Exchanges centred in particular on the internal process followed by the Office after receiving Article 15 communications, and the OTPLink portal as the designated platform for submitting information in a safe environment. The Office further provided details about the legal framework regulating the assessment of information at this first, filtering stage as well as on the timelines to respond to communications. The third session, held on 8 September 2025, provided an opportunity to discuss the manner in which the Office approaches its resources and capacity to meet its operational demands. The session covered the architecture of the OTP's resourcing framework and examined how different streams of regular budget and extrabudgetary funds serve to support the Office's work. Key challenges and the Office's innovative approach to attend to emerging needs were also discussed as part of exchanges on how best to strengthen the OTP's capacity to fulfil its mandate.

Building on the objectives that drove this initiative, and the insights gained from the sessions held, the Office will continue exploring further topics for exchange in the course of future sessions, and opportunities to enhance the dialogue, including in an upcoming session addressing implementation of the Office policies on gender-based crimes and crimes against and affecting children.

More specifically, the Office will prioritise in the coming year the establishment of stronger connections between the outcomes of strategic exchanges with other partners, such as those undertaken in the Complementarity and Cooperation Forum, and its engagement with CSOs partners. As an example, key lessons

learned and challenges identified from the dialogue stemming from the thematic groups of the Forum could serve as one of the substantive bases for engagement with CSOs as part of upcoming sessions of the OTP-CSO structured dialogue next year.

Following a period in which the Office has established the core architectural initiatives under the Complementarity and Cooperation policy, the coming year will be an opportunity to draw connections and ensure proper integration and information-flow between these dialogues.



The Guidelines for Civil Society Organisations on Documenting International Crimes and Human Rights Violations for Accountability Purposes

Guidelines on Documenting International Crimes

In 2022, the Office together with Eurojust launched the *Guidelines for Civil Society Organisations Documenting International Crimes and Human Rights Violations for Accountability Purposes* (Guidelines). The Guidelines build on a wealth of good practices, including those developed by civil society organisations over the years, and are intended to support CSOs that collect and preserve information to contribute to criminal investigations and prosecutions at the national level or before the ICC.

The Office and Eurojust engaged in a two-way dialogue aimed at explaining the Guidelines, and gathering feedback from civil society on their practical application.

On 27 February and 3 July 2025, the Office and Eurojust held briefings with international CSOs working on multiple situation and non-situation countries. These sessions provided a space for constructive dialogue, during which CSOs underscored the importance of developing guidance while identifying areas where further details would be beneficial. The format of the conversation enabled a sustained and meaningful exchange, supported by written feedback, allowing for deeper engagement and consolidation of next steps.

In addition, the Office has rolled out a series of regional briefings targeting organisations working in different regions and contexts where over 200 representatives of civil society organisations participated. Regional briefings were held with organisations from the Asian

region (4 June 2025), Southern and Eastern Africa (16 September 2025), Central Africa and the Sahel region (18 September 2025), and the Middle East and North Africa regions (8 October 2025). Further meetings gathering organisations from Latin America and the Caribbean, Eastern Europe, and the Caucasus are planned to take place before the end of January 2026.

Each briefing offered valuable perspectives shaped by regional contexts, resulting in rich and novel topics of discussion. The sessions allowed for practical exchanges on how the Guidelines could be tailored to specific environments. They contributed to the ongoing efforts to disseminate the guidelines widely and contribute to expand the engagement with CSOs including those based in non-State Parties, further expanding the reach and impact of this initiative.

The Guidelines were conceived from the beginning as a dynamic document, with the intention that they would be updated over time to reflect the experiences of civil society organisations applying them in their day-to-day work. In line with this vision, the Office in partnership with Eurojust will consider the feedback gathered through these briefings to inform potential updates of this instrument in the coming year.

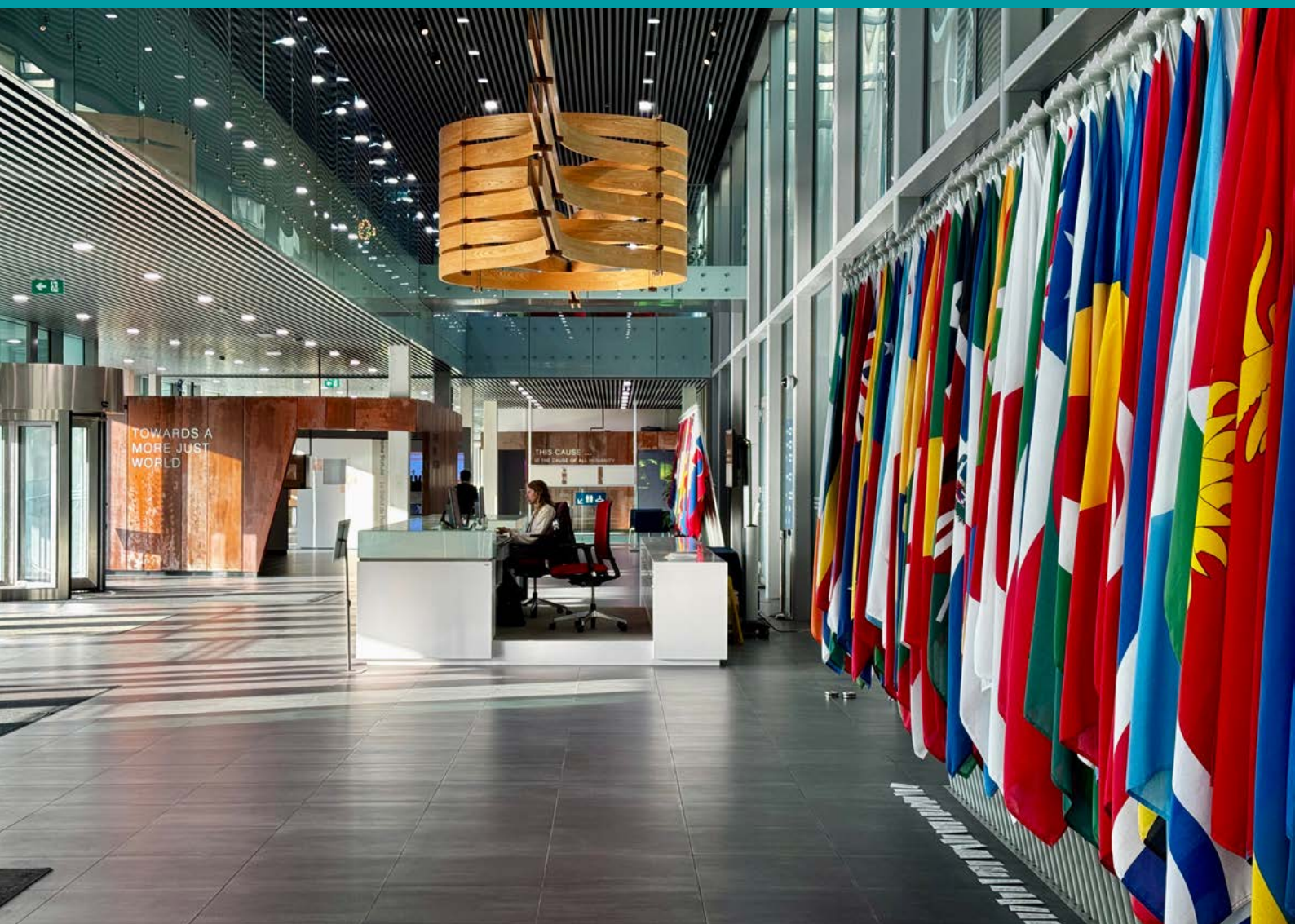
ICC-NGO Roundtable

As in previous years, the Office played a significant role in the annual ICC-NGO Roundtable. This Court-wide initiative brings together representatives from across the Court and a wide range of civil society organisations to exchange on issues of mutual interest. This year's ICC-NGO Roundtable took place from 16 to 20 June 2025 and introduced a new hybrid format, enabling broader participation while accommodating the current realities faced by CSOs, and adjustments to the format to ensure a more dynamic discussion. The event remained a critical forum to further build on its commitment to deepen engagement with CSOs in situation countries.



Chapter 3:

A stronger, more resilient Office



Strategic Transformation: Consolidating Reforms and Enhancing Capabilities



This past year has seen the Office take steps to adapt and further strengthen its operational efficiency, and to increase its agility, resilience, and effectiveness in implementing its mandate. Building on the changes made over the previous two years under the OTP Strategic Plan 2023-2025, key initiatives have included enhancing the Office's data management capacity, reinforcing Office expertise in fugitive tracking and specialised analytical support, establishing a specialised financial investigations function and the development of new policy frameworks.

Building a stronger Office is a multi-faceted endeavour, encompassing the enhancement of the Office's technological and analytical capabilities, policy expertise, team and management structures, and staff well-being. This chapter outlines the adaptations made by the Office over the course of this year across these domains.

Advanced Tech for Accountability



In accordance with the Office's objective to become a global leader in the use of technology for accountability purposes, important changes have continued to be implemented with respect to the technological infrastructure available in the Office, the relationships the Office has developed with holders of large datasets, and the technological expertise of the Office's staff. These changes have facilitated the Office's response to two key opportunities in its ongoing investigative and prosecutorial activities: managing large volumes of digital information effectively and securely; and ensuring that the Office has the analytical tools necessary to take advantage of the new information landscape.

Managing the information landscape

In today's digital world, the efficiency and security of evidence handling are paramount to delivering justice swiftly and fairly. Recognising this critical need, the Office through the *Information, Knowledge and Evidence Management Section* ("IKEMS") has embarked on a transformative journey to modernise its system through innovative solutions that harmonise various projects into a cohesive, future-ready ecosystem.

IKEMS has continued to ensure that Unified Teams and various support units collaborate effectively to deliver the Office's mandate. Their role involves managing information vital to investigations and prosecutions, ensuring that it is stored securely and is accessible to those who need it. This requires a deep understanding of various databases and information management procedures. Their duties include activities such as organising access to databases for colleagues, troubleshooting technical issues, handling translation requests and providing guidelines on the use of databases.

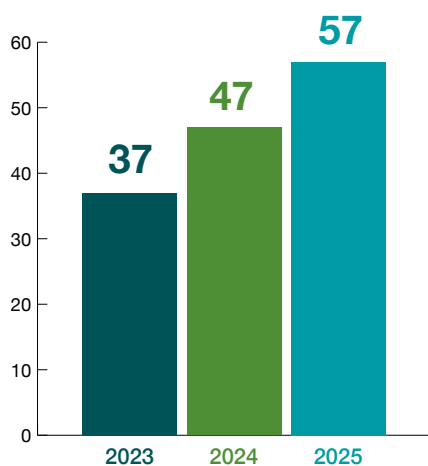
At the heart of this modernisation is OTPLink, an advanced evidence submission platform which offers a seamless and secure method for stakeholders to transmit evidence in real time from any web-enabled device, enhancing the immediacy and integrity of incoming data.

Complementing this, eVault serves as the cloud-based backbone for evidence preservation. This centralised, long-term, and fully auditable platform guarantees forensically sound storage and retention of all electronic evidence collected by the Office. Today, eVault safeguards approximately 57 terabytes of data – a significant increase from 46.66 terabytes

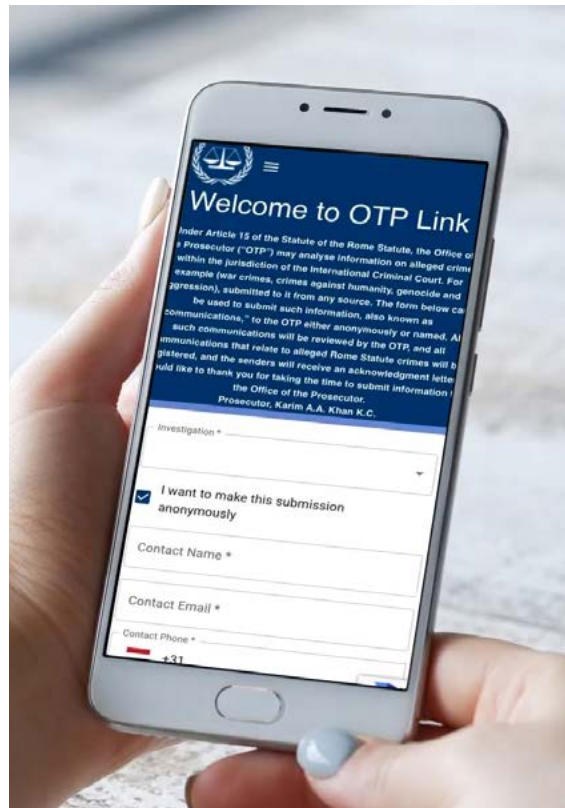
in 2024 – demonstrating the platform’s expanding role in managing the growing evidence landscape securely and reliably.

To empower users in navigating this vast range of data, IKEMS successfully migrated the OTP’s eDiscovery capabilities from Ringtail to RelativityOne in 2023. This industry-leading cloud-based platform leverages artificial intelligence and collaboration tools, enabling efficient review of over 4.3 million documents encompassing approximately 57 terabytes of data. RelativityOne’s advanced features allow legal teams to uncover critical insights faster, improving case preparation and overall effectiveness.

The impact of IKEMS’ initiatives is already evident through measurable outcomes. Notably, the OTP has experienced an estimated 10 percent annual increase in data management capacity, ensuring scalability as evidence volumes grow. Moreover, the introduction of the OTPLink has contributed to addressing



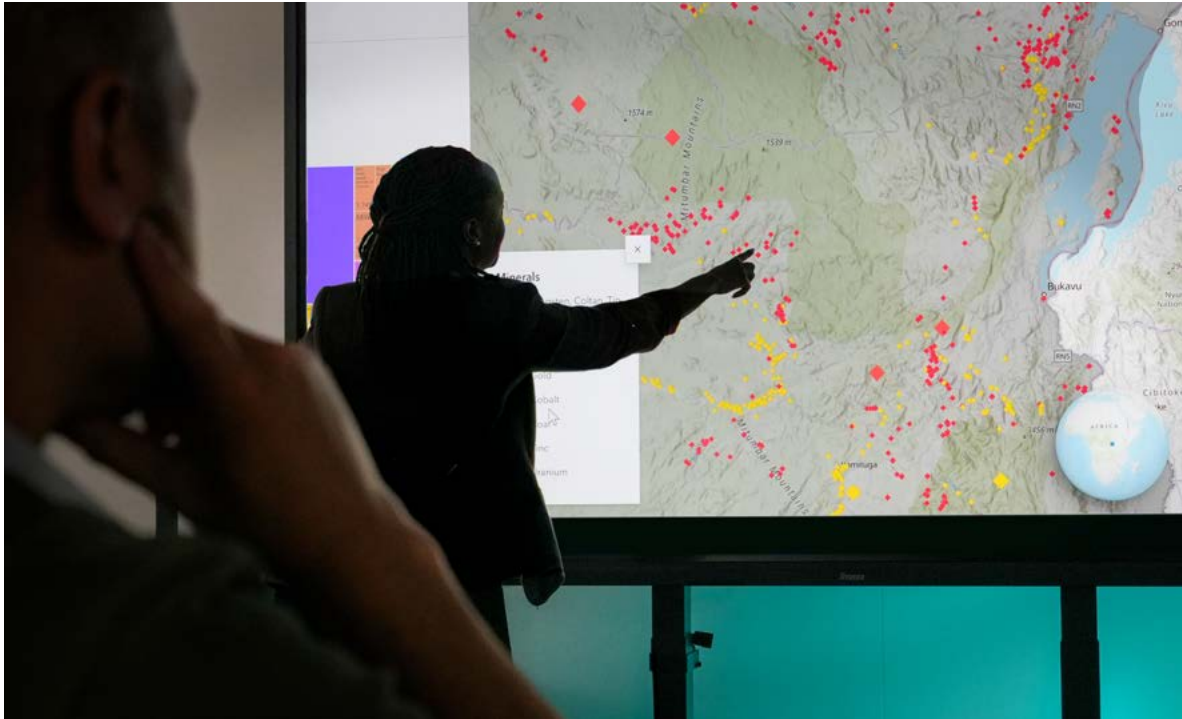
Evault: volume of data in terabytes



OTPLink allows to transmit evidence in real time from any web-enabled device

backlogs in reviewing Article 15 communications – accelerating the evidence review process and enabling more timely prosecutorial actions.

This ongoing transformation underscores a continued commitment to harness technology to support the critical mission of the Office. In the context of the present coercive environment faced by the Court, the Office has also engaged closely with Registry in the development and initial implementation of business continuity strategies with respect to the technological tools used in the implementation of its core mandate. This work will continue in the coming period.



Presenting GeoINT at the Information Fusion Centre, in June 2025

Strengthening analytical capabilities

The Office established the Tracking and Information Fusion Section (TIFS) in early 2024 to further strengthen its strategic objective of delivering results in the courtroom. TIFS brings together two specialised units – the Suspects at Large Tracking Team (SALT'T) and the Information Fusion Centre (IFC) – to enhance the Office's capacity in two critical areas: fugitive tracking and specialised analytical support.

The creation of TIFS represents a strategic consolidation of expertise aimed at improving the Office's ability to locate suspects at large and to generate deeper, intelligence-led insights through the fusion of information from diverse sources.

“Support from TIFS has allowed the team to exploit large datasets and identify significant evidential opportunities. It means that we can work in a streamlined and efficient manner.”

– Senior Investigator, Unified Team for the Situation in the Philippines

In the dynamic landscape of international justice, access to timely and accurate information and actionable insight can make all the difference. To this end, the IFC serves as the Office's nerve centre for specialised analysis, offering specialized expertise in open-source intelligence (OSINT), geospatial and satellite imagery, and military analysis. Acting as both an internal driver of action and a gateway to external analytical resources, the IFC guarantees that Unified Teams as well as other OTP Units have quick access to a multi-disciplinary team of specialised analysts in support of their investigative priorities, specific lines of inquiry, or analysis gaps. IFC collects, processes, analyses and interprets information and delivers actionable insight to respond to a specific information requirement of the Unified Teams. This ensures that the Office's investigations are supported by dynamic specialised skills, dedicated tools and resources.

This approach responds to the paradigm shift in how the Office conducts investigations. Traditionally, investigations were heavily reliant on access to situation territories and historical, documentary evidence. However, since the IFC's inception, investigations are better supported and have continued unabated – even in the midst of ongoing conflicts or when physical access is impossible. This transformation is fuelled by a surge in evidence sourced from open platforms, social media, and satellite imagery, where, in today's interconnected world, everyone acts as a sensor, continuously generating potentially valuable data.

The IFC's ability to effectively support this change stems from its unique capabilities.

Staffed by analysts recruited under specialized profiles and seconded personnel with specialised skills – including military analysts, imagery and geospatial analysts, and open-source intelligence experts – the IFC benefits from a wealth of multi-disciplinary knowledge. Their proficiency spans over ten languages and diverse regional and technical expertise, enabling the Office to understand and interpret complex information across varied contexts. Furthermore, the IFC maintains strong ties with external analytical partners, expanding the Office's reach and analytical depth.

Enhancing financial investigations

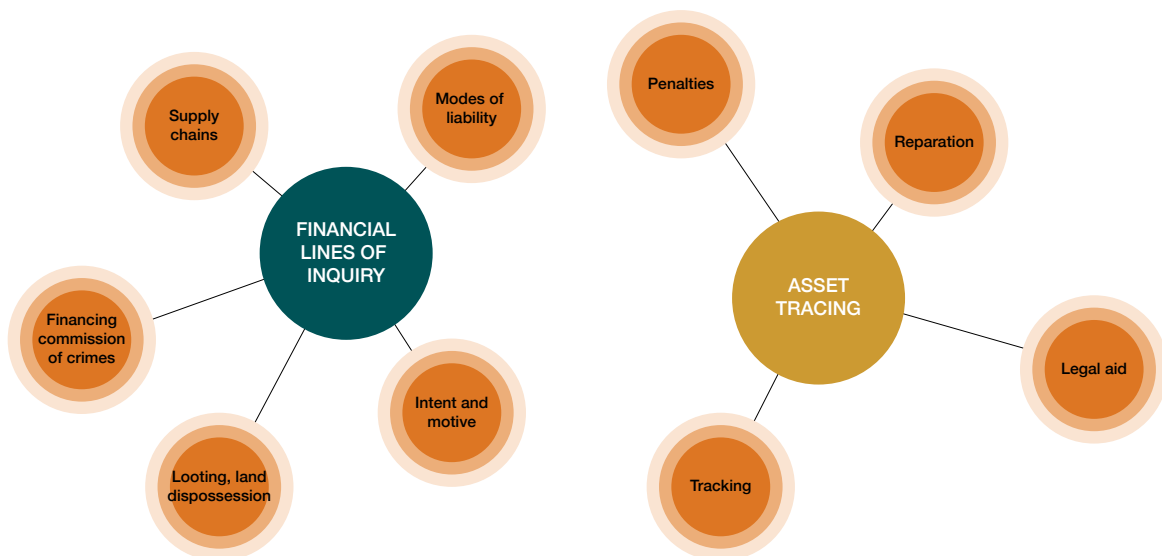
In August 2025, the Office established the Financial Investigations Unit (“FIU”) to reinforce its capacity to address the financial dimensions of crimes within the Court's jurisdiction and asset tracing. This Unit has been progressively integrated into the Unified Teams, providing strategic insights to strengthen the Office's investigative capacity and help financial inquiries complement core investigative strategies.

Composed of financial investigators recruited under specialised profiles and seconded national experts with advanced skills in financial analysis and asset tracing, the FIU offers multi-disciplinary knowledge and specialised investigative expertise. Its capabilities span forensic accounting, complex transaction analysis, and open-source financial intelligence, enabling the Office to interpret intricate financial data across diverse jurisdictions. This specialised capacity is essential to uncovering the financial underpinnings of

Rome Statute crimes and in promoting early financial inquiries that may assist timely asset tracing, seizure and freezing, and eventual forfeiture.

The FIU operates along two core lines of work. First, building and developing financial lines of inquiry, such as identifying financiers and intermediaries, tracing supply chains, and analysing patterns of resource exploitation and financial flows that sustain criminal networks. These inquiries can provide insight into organisational structures, planning, and modes of liability within groups and in relation to persons of interest to the investigation. Second, asset tracing: identifying, locating, and preserving property, proceeds, and instrumentalities of crimes for eventual forfeiture and reparations to victims, as well as means to assist potential tracking of perpetrators and legal aid assessments.

Beyond case-specific support, the FIU is also gradually contributing to harmonized practices across the Office and fostering cooperation with States and international partners, including Interpol, Europol, and Eurojust. It aims to serve as a hub for expertise, contributing to the development of standards and training for financial investigations while coordinating closely with the Registry and specialised units (TIFS, SALT'T, Cyber Unit). Its growing network of CSOs and operational contacts is intended to expand the Office's reach, enhance cooperation and support more efficient requests for assistance. Looking ahead, the FIU seeks to consolidate its role as a fundamental pillar of the Office's future operations, promoting financial investigations as a key component of accountability efforts.



Policy development and implementation



Enhancing the Office's policy framework is a vital component of building a stronger Office, as it ensures that the Office is responsive to contemporary challenges and, crucially, sets a stronger basis for delivering results in the courtroom. This year, the Office continued to make significant progress in the development of its policy framework, with the development of new policies on *Environmental Damage* and on *Cyber-enabled Crimes under the Rome Statute*, to be launched at the annual meeting of the Assembly of States Parties (ASP), in December 2025.

With the launch of these two new policies, the Office has concluded a significant policy development cycle, during which seven key policy initiatives have been completed over the last three years.

Having launched the *Policy on Gender Persecution* in December 2022, followed by the tandem launch of the *Policy on Gender-based Crimes* and *Policy on Children* in December 2023, the 2 in April 2024 and the *Policy on Slavery Crimes* in December 2024, the implementation of policy measures already launched has remained a key area of focus.

Meanwhile, the Office has continued to prioritise the fulfilment of its Strategic Goal 6 – ensuring the effective investigation and prosecution of Sexual and Gender-based Crimes (SGBC) and Crimes Against and Affecting Children (CAAC), following the launch of related policies in 2022 and 2023. At the heart of this effort lies a clear commitment to, and prioritisation of, GBC and CAAC across all stages of investigation and prosecution. From the earliest moments when case theories are developed, through detailed investigation plans and ultimately to charging strategies, legal submissions and strategic litigation, the investigation and prosecution of these crimes are given dedicated attention. This ensures that the realities faced by survivors and victims are fully reflected in the Office's work, honouring their experiences with thorough and thoughtful legal action and ensuring that the voices of the most vulnerable members of society are heard, and their rights upheld every step of the way.

Supporting this strategic vision is, as noted in preceding Chapters, the Office's GCU, which plays a critical role, under the supervision of the Deputy Prosecutor Nazhat Shameem Khan, in overseeing and supporting the implementa-



Internal launch of the Policy on Slavery Crimes, in June 2025



tion of the 2022 Policy on Gender Persecution, the 2023 GBC and CAAC Policies and the 2024 Slavery Crimes Policy across the Office.

The Office has also invested in expanding the capabilities of its teams in this area. Each Unified Team has benefited from certified training programs – ranging from foundational courses to advanced workshops – designed to equip investigators and prosecutors with the expertise necessary to handle GBC, CAAC, and slavery crimes cases with competence, professionalism and care. The Office also seeks to embed experts in these thematic areas within Unified Teams to enhance their work, with successful mainstreaming as the ultimate goal. These experts work in close coordination with the GCU. To effectively harness this in-house expertise and deepen our internal expertise network, GCU also conducts a fortnightly GCU-Extended Forum to discuss various thematic priorities and their effective and consistent implementation.

“Actively applying our renewed policy approaches across situations has yielded tangible results, whether in Afghanistan, Uganda, Libya or Darfur. We seek to build on these advances and remain committed to effectively investigating and prosecuting GBC and CAAC in all our situations.”

– Head of OTP’s Gender and Children’s Unit

Environmental Damage

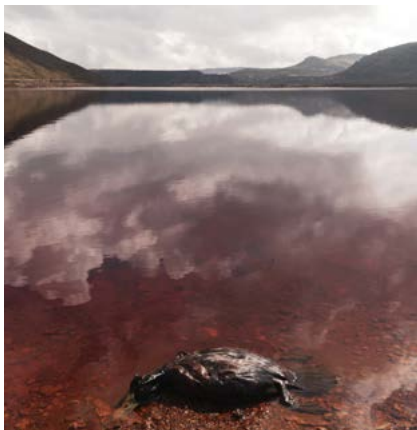
Following the first round of public consultation on its *Draft Policy on Addressing Environmental Damage Through the Rome Statute* in February 2024, the Office received nearly 80 submissions, including from States, IGOs, CSOs, legal scholars and practitioners, business leaders, and religious institutions. Notable respondents included UNEP, the UN Special Rapporteur on the Human Right to Safe Drinking Water and Sanitation, the Office of the Prosecutor General of Ukraine, and the High-Level Working Group on the Environmental Consequences of the War in Ukraine.

In November 2024, the Office appointed a multi-regional expert Advisory Group to assist in the development of the Policy. On 18 December 2024, it released a draft of the Policy for public consultation. In December 2024, the Office launched a second public consultation round on its *Policy on Addressing Environmental Damage Through the Rome Statute*, aiming to solicit more specific and focused feedback on the text of the draft policy itself. It received nearly 40 written submissions. The Office also

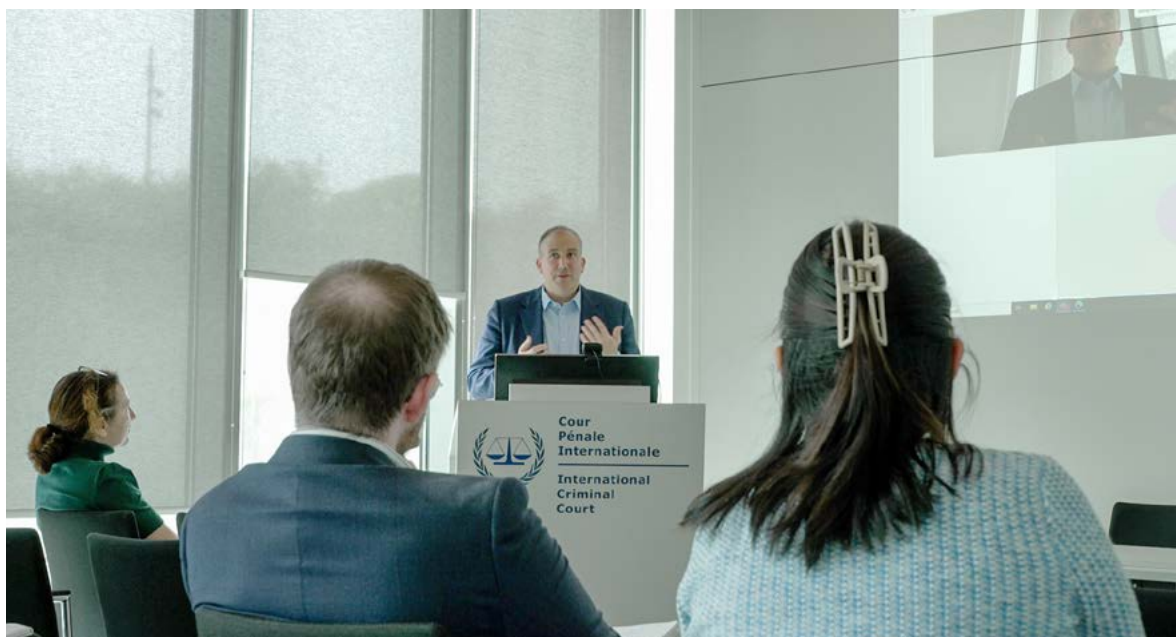
held bilateral consultations with more than a dozen key stakeholders and conducted four regional consultations with CSOs from Africa, Asia-Pacific, Europe, and Latin America. The core writing team then produced a final draft of the Policy.

The Office's policy will be formally launched in English, French and Spanish at the annual meeting of the ASP in The Hague in December 2025. This policy sets out how the Office will use its mandate and powers to investigate and prosecute crimes within the Court's jurisdiction that are committed by means of or that result in environmental damage. It also shows how the Office will support national efforts to prosecute illegal conduct that has an environmental dimension. The policy will seek to promote accountability, transparency, and predictability in the Office's work in this crucial area.

Professor Kevin Jon Heller, Special Adviser to the Prosecutor on War Crimes, has guided the development of the policy, with support from a core team of Office staff, and under the direction of Deputy Prosecutor Nazhat Shameem Khan.



Contamination in Cerro de Pasco, Peru
Photo credit: Source International



Prof. Marko Milanović, Special Adviser to the Prosecutor on Cyber-enabled Crimes, speaking about the new Policy on Cyber-enabled Crimes at the ICC, 17 April 2025

Cyber-enabled Crimes

The Office has also taken significant steps in advancing its *Policy on Cyber-enabled Crimes under the Rome Statute*. This project built upon the January 2024 conference at the seat of the Court in The Hague, hosted in cooperation with Microsoft, in which more than 100 experts and stakeholders from States, international organisations, and civil society (including significant representation from the private sector) participated. In September 2024, Professor Marko Milanović was appointed as Special Adviser on Cyber-enabled Crimes, and he has led the policy's development with the support of core staff from the Office.

The policy uses the term 'cyber-enabled crimes' (as a convenient factual description, and not as a distinct legal concept) simply to refer to the international crimes set out in the Rome

Statute, which may be committed or facilitated by cyber means. This reflects the increasing importance of cyberspace to the exercise of the Office's mandate, including investigations and prosecutions. In addition to providing greater clarity regarding the Office's approach to cyber-enabled crimes, this policy also marks the start of further work to help develop standards, best practices, and frameworks for cooperation of potential relevance also to the efforts of national authorities.

Between 7 March and 30 May 2025, the Office held a public consultation on a draft policy, welcoming the engagement of both external stakeholders and staff. The Office is grateful for the valuable participation in this consultation of a diverse range of States Parties, civil society organisations, and individual experts, as well as representatives of the private sector. The Special Adviser and Office staff also participated

in a series of open and closed stakeholder events, including hosted by relevant international organisations, regional organisations, civil society organisations, and private sector organisations. The draft policy was then reviewed, and necessary revisions were made.

The Office's *Policy on Cyber-enabled Crimes under the Rome Statute* will be formally launched in English and French at the annual meeting of the ASP in The Hague in December 2025.

Slavery Crimes

In December 2024, the Office launched its *Policy on Slavery Crimes* on the sidelines of the ASP. It is the first policy of its kind issued by an international court or tribunal and is aimed at enhancing understanding, investigation and prosecution of slavery crimes under the Rome Statute.

The policy guides the Office to properly investigate and prosecute the full character of enslavement and sexual slavery as crimes against humanity, and sexual slavery as war crimes, while acknowledging that slavery crimes can take myriad forms. It informs every step of the Office's work on slavery crimes: from preliminary examination to investigations, submissions before the Court, and interactions with survivors and victims.

The Policy identifies key principles essential to the Office's work at all stages, including the emphasis on survivor-centred and trauma-informed approaches, intersectionality, gender- and child-competent practices, contextualization and full and faithful characterisation.



*Launch event of the Policy on Slavery Crimes
at the ASP, 2 December 2024*

It addresses common misconceptions, while seeking to situate contemporary slavery crimes within their historical and cultural perspectives.

Marshalling the successful outcome in the *Ongwen case*, the Office dedicated specific attention to slavery crimes, establishing networks with our national and international partners in accountability and reviewing our charging practices across various situations. Professor Patricia V. Sellers led the Office's policy's review process as Special Adviser for Slavery Crimes, guided by Deputy Prosecutor Nazhat Shameem Khan and supported by a core team of staff. The Office undertook a comprehensive consultation process involving staff and engaging more than 150 external experts from over 50 countries, including survivor communities, civil society organisa-

tions, advocates, academics, national authorities, international organisations, investigative mechanisms and other justice actors.

Since the policy launch, the Office has developed a dedicated implementation plan to guide its internal work. It has designed general and specialised training to improve the Office's work on slavery crimes. As a start, the Office organised an internal launch of the Policy on 3 June 2025, which also served to introduce this new Policy to staff, and to train them on its features and nuances. It also drew on the substantive experience of staff working in different situations and on multi-dimensional aspects of slavery crimes – from unified teams, preliminary examinations, forensic officers, legal expertise and staff engaged in victim and witness support and protection activities. The launch was attended by over 200 staff members. The Office will also organize specialised training for staff in the coming period. In addition, the GCU is also in the process of enhancing its capacity on slavery crimes, to support the successful implementation of this Policy.

Children

Following its launch in December 2023 and early implementation in 2024, this year has seen the continued implementation of the Office's *Policy on Children* with greater focus. The Office remains steadfast in its commitment to establishing an institutional environment that facilitates effective investigation and prosecution of CAAC, including through recruitment, training, external collaboration, and meaningful implementation, monitoring, and evaluation measures.

The GCU and associated subject-matter experts in the Office have conducted a range of activities this year focussing on the continued implementation of the policy and the enhancement of the Office's work toward seeking justice for children affected by atrocity crimes worldwide. In April and May 2025, the Office rolled out several modules of training on child forensic interviews, building on earlier training in 2024. Over 40 staff attended the first module with an overview of theory, policy and practice, with presentations from a forensic psychologist and various internal experts on different aspects of child forensic interviewing. The next two modules focused on intensive practical training, giving selected participants the opportunity to practice their skills and receive constructive feedback from their peers in a safe environment. The Office also planned to conduct a third module on the cultural aspects of child forensic interviewing in November 2025. With these modules, the Office moves closer to creating a roster of specialised internal experts in child forensic interviews, who can be deployed to various unified teams.

In taking a child rights, child-sensitive, and child-competent approach in its work, the Office seeks to address the adult-centric view in tribunals where children are largely excluded from the justice process. Our investigations across situations, including in Uganda, Afghanistan, Bangladesh/Myanmar, Darfur, Sudan, and the State of Palestine, involve investigation and prosecution of crimes against and affecting children. Its work to highlight the unlawful deportation and transfer of children in the Situation in Ukraine also remains relevant.

Gender-based crimes

Having launched the *Policy on Gender-based Crimes* in December 2023, the Office has maintained its commitment to its effective implementation in 2024, and now in 2025. The policy has clarified fundamental concepts and underscores the key principles behind the Office's efforts concerning all gender-based crimes (crimes involving sexual, reproductive and other forms of gender-based violence).

This year, building on the work completed in 2024, through the GCU and the various associated subject-matter experts the Office has conducted a range of activities directed towards the continued implementation of the policy and the enhancement of Office capacity in relation to the investigation and prosecution of gender-based crimes. This has included conducting strategic analyses following the delivery of key judgments on gender-based crimes, to improve understanding and practice. The GCU has also held legal training for staff on various aspects relating to GBC, contributing to enhancing the Office's capacity. In a significant development, the GCU, with other colleagues working on the Darfur Situation, conducted an outreach mission to enhance cooperation and capacity on gender-based crimes. This model may be replicated in other relevant situations.

The OTP Advanced Tech and Specialized Capacity Trust Fund continues to have a significant impact on our work on GBC and CAAC. It has allowed the Office to recruit specialised expertise, develop policies at the macro and operational levels and conduct substantive training, and to support mission

travel to further our investigations and outreach activities. To this end, GCU also participated in the OTP Insight Event in July 2025, to underscore the significance of the Trust Fund for its work and to achieve successful mainstreaming in the Office. The GCU also seeks to engage with various experts on mainstreaming strategies.

The importance of the *Policy on Gender Persecution*, the *Policy on Gender-based Crimes* and *Policy on Children* has been reflected in the Office's activities in the *Situation in Afghanistan*, among others. As described in Chapter 1, in January 2025, the Office filed two applications for warrants of arrest before Pre-Trial Chamber II of the ICC for Supreme Leader of the Taliban, Haibatullah Akhunzada and the Chief Justice of the "Islamic Emirate of Afghanistan", Abdul Hakim Haqqani. On 8 July 2025, Pre-Trial Chamber II issued the requested arrest warrants. This is a landmark development for victims and survivors of gender persecution, and a signal of accountability for these crimes.

This was followed by the Court's first conviction for gender persecution in *Abd-Al-Rahman* in the Darfur Situation. The Office's active application of its renewed policies in its cases has yielded tangible results, across various arrest warrants, confirmation of charges hearings and in convictions.

The Office's Policies have informed the Office's practices across its other cases, with GBC, CAAC, country and psycho-social experts working closely with the Unified Teams to ensure that the gender and related dimensions of alleged crimes are properly addressed.

Fostering a positive working environment



Over the past year, the Office has continued to place the well-being of its staff at the heart of its mission. Creating a safe, respectful, and inclusive workplace is not just a strategic priority – it is a deeply held commitment shared across all levels of the Office. From senior leadership to staff members throughout the organisation, there has been a shared effort to confront internal challenges, strengthen accountability, and uphold the highest standards of conduct.

This work is ongoing. The Office recognises that gaps remain in its culture and systems, and has chosen to address these issues directly. Listening to staff, learning from feedback, and embracing transparency are key to the journey ahead. An important moment of reflection came with the 2025 Staff Engagement Survey. The survey participation rate of 76% (the highest since 2018) was a strong indicator of staff members' continuous desire to share feedback to identify areas for the Court to improve and strengthen its workplace culture. The feedback received from the survey has been used to facilitate open and constructive discussions between staff and management and will inform the next steps in the Office's and Court-wide efforts to improve our working environment.

There have also been clear, significant, and legitimate concerns raised by staff and other stakeholders with respect to the allegations of misconduct against the Prosecutor. In this regard, the Office has underlined its commitment to cooperate with the investigation being taken forward by the United Nations Office of Internal Oversight Services at the request of the Assembly of States Parties. The Office is acutely aware of the duty of care it owes to all staff members and personnel, especially affected individuals, and has taken action and adopted measures accordingly.

Meanwhile, in continuation of work completed in previous years, the Office has implemented various measures seeking to improve workplace culture, including:

- Organising mandatory training on preventing and addressing discrimination, harassment, including sexual harassment, and abuse of authority.
- Providing regular training on unconscious bias, anti-discrimination and harassment.
- Encouraging and supporting focal points and staff-led groups driving workplace culture change, promoting diversity, equity and inclusion, and strengthening gender equality.



Staff members discussing disability inclusion in the EIDC Dialogues of the OTP Equity Inclusion and Diversity Committee, October 2025

- Increasing the number of women in senior managerial positions.
- Spearheading sessions on well-being and lectures to promote professional development.
- Supporting and implementing Court-wide initiatives such as the ICC Strategy on Gender Equality and Workplace Culture.

In addressing allegations of prohibited conduct, the Office remains resolute. It fully supports the Court's zero-tolerance policy toward discrimination, harassment, including sexual harassment, and abuse of authority. Allegations are treated with the seriousness they deserve, and the Office works closely with the Court's established mechanisms to uphold justice and integrity within its own walls.

The Office's commitment to its staff has also been reflected this year in the response to the US Executive Order imposing sanctions on Court officials. The sanctions marked a troubling escalation – an attempt to disrupt the

delivery of justice in some of the world's most critical situations. In the face of these coercive measures, the Office, together with the Court, has taken extensive measures to ensure effective risk mitigation efforts for personnel.

“We are listening. We recognise where change is needed, and we are taking action. A strong, respectful, and inclusive workplace is essential to our mission – and we will build it together.”

– Deputy Prosecutor Niang

The unwavering commitment of staff members enables the Office to hold accountable those who commit crimes under the Rome Statute, even as the Court faces significant challenges, including international pressures and coercive measures.

Chapter 4:

Looking ahead



The Office will maintain its current momentum in its investigations and prosecutions into 2026, driven by the launch of the new *ICC Strategic Plan for 2026–2029* and a demanding litigation schedule across multiple situations.

ICC Strategic Plan 2026–2029

The *ICC Strategic Plan 2026–2029* marks a transformative step in the implementation of the One-Court principle. For the first time since the Court was established, all the organs – the Judiciary, the Office and the Registry – and the Trust Fund for Victims have jointly formulated and endorsed a single, integrated Strategic Plan. This reflects a deep institutional commitment to coherence, strategic unity and mutual reinforcement across all components of the Court. It signals not only operational alignment, but a reaffirmation of the Court's shared mission under the Rome Statute, namely, to combat impunity, uphold the rights of victims and the accused, and deliver justice effectively, independently and impartially.

From the Office's perspective, the *OTP Strategic Plan 2023–2025* reflected a renewed vision for implementing the mandate of the Office and sought to set a framework to render our work more dynamic, timely, and efficient, whilst building closer ties to those impacted by Rome Statute crimes. The new strategic plan has been developed on the premise of continuing with and building on the progress achieved during the 2023–2025 period. Whilst the implementation of the previous plan brought about significant progress across the targeted areas, there remain areas that require improved performance.

Continuity of Action

Moving into 2026, the Office remains focused on ensuring the efficiency and effectiveness of the ICC process, as it continues to engage in relevant case proceedings in trial (preparation), judgments, appeals, and reparations. Particular attention will go to cases at an early stage of proceedings, including arrest warrant related proceedings, (pre-)trial activities such as those in relation to Mr Rodrigo Duterte and to appeals including in the Ngaïssona and Yekatom, and Abd-Al-Rahman cases.

Increasing reliance on documentary and digital evidence, combined with targeted witness presentation, has shortened trial timelines and enabled more streamlined prosecutions. These measures reflect a deliberate strategy to balance evidentiary robustness with efficiency in judicial proceedings, which the Office aims to continue in 2026.

As in the past year, the Office anticipates its investigative activities to continue at high levels. The Office operates under significant pressure to investigate crimes committed in ongoing conflict zones, often in real time. In this regard, applications for arrest warrants will remain a key output of this work, including those pending execution.

The ongoing investigative portfolio will continue to be addressed with urgency. Investigative activities will continue across situations with focus, while also seeking to ensure the effective allocation of resources. The Office's operations will also continue to be conducted with strong emphasis on engagement with victims and affected communities

to ensure both legitimacy and impact, and to strengthen cooperation with States, in addition to UN entities, regional organisations, CSOs, and other partners.

The Office's strategic approach will continue to emphasise faster outcomes and more focused engagement per situation. Key priorities will include suspect tracking, operations planning, and strengthened investigative and analytical functions. This forward-looking posture is designed to consolidate gains and to deliver more visible accountability results in the 2026–2027 period.

Policy development

With the promulgation of its policies on environmental crimes and cyber-enabled crimes at the 2025 Assembly of States Parties, as noted above, the Office is reaching the conclusion of a significant cycle of thematic policy development. This cycle has included earlier initiatives on crimes against and affecting children, gender-based crimes, and other thematic areas central to the Rome Statute framework. The consolidation of these policies provides the Office with a comprehensive normative toolkit for investigations and prosecutions.

The immediate focus for 2026 will be on operationalising and mainstreaming its policies across the prosecutorial portfolio. This entails embedding policy guidance into case strategies, training, and operational planning, while monitoring the consistency of application across different situations. Particular emphasis

will be placed on ensuring that environmental and cyber-enabled crimes are considered with methodological rigor in order to build sustainable jurisprudence.

The Office will continue its effort to refine its strategic thinking in several process-related domains. These include case selection and prioritisation with the aim to sharpen its criteria to ensure impact and efficiency; preliminary examinations, with attention to clarity, predictability, and transparency; and other core prosecutorial processes such as disclosure and witness management.

As reflected in Chapter 2, the Office will also seek to move into a phase of integration across its key complementarity and cooperation initiatives. Following the successful implementation and proof-of-concept of the key institutional and programmatic commitments made in its policy on Complementarity and Cooperation, the Office will prioritise ensuring effective visibility and interaction across dialogue undertaken in the Complementarity and Cooperation Forum, the OTP-CSO Structured Dialogue, and with our operational cooperation partners on a daily basis. Through this integrated approach, the Office will seek to build a common language, and establish an agreed set of priorities to address together with all stakeholders, allowing us to strengthen collective work in the pursuit of justice.



“We are deeply proud of the resilience demonstrated by the staff of the Office, and grateful to every contribution made by all our partners to deliver this year’s achievements. Despite the very real challenges, we have continued to meet crucial milestones. Most importantly, and we wish to underline to all survivors, to all those affected by Rome Statute crimes, that we remain totally committed to carrying forward our work across situations in 2026 in accordance with our mandate, together with you.”

– Deputy Prosecutors



