

**Cour
Pénale
Internationale**



**International
Criminal
Court**

Original: **English**

No.: **ICC-02/04-01/15**
Date: **19 December 2025**

TRIAL CHAMBER II

Before: Judge María del Socorro Flores Liera, Presiding Judge
Judge Kimberly Prost
Judge Nicolas Guillou

SITUATION IN UGANDA

**IN THE CASE OF
*THE PROSECUTOR v. DOMINIC ONGWEN***

Public

**Order for the Registry to submit further information on the VPRS'
request for extension of time**

Decision to be notified, in accordance with regulation 31 of the Regulations of the Court, to:

☐ **The Office of the Prosecutor**

☐ **Counsel for the Defence**

☐ **Legal Representatives of the Victims**

☐ **Legal Representatives of the Applicants**

☐ **Unrepresented Victims**

☐ **Unrepresented Applicants
(Participation/Reparation)**

☒ **The Office of Public Counsel for Victims**

☐ **The Office of Public Counsel for the
Defence**

☐ **State's Representatives**

☒ **Trust Fund for Victims**

Registrar

Mr Osvaldo Zavala Giler

☐ **Counsel Support Section**

☐ **Victims and Witnesses Unit**

☐ **Detention Section**

☒ **Victims Participation and Reparations
Section**

☒ **Public Information and Outreach
Section**

Trial Chamber II of the International Criminal Court (the ‘Chamber’), in the case of *The Prosecutor v. Dominic Ongwen*, having regard to article 75 of the Rome Statute and regulations 35 and 81(4) of the Regulations of the Court (the ‘Regulations’), issues this ‘Order for the Registry to submit further information on the VPRS’ request for extension of time’.

I. PROCEDURAL HISTORY AND SUBMISSIONS

1. On 30 August 2017, the Single Judge of Trial Chamber IX set a procedure for resumptions of actions in the case, under which the victim’s legal representative had to inform the Victims Participation and Reparations Section (the ‘VPRS’) of the passing of a participating victim and provide it with the resumption of action application, including the necessary supporting materials (the ‘Initial Resumption of Action Procedure’).¹
2. On 28 February 2024, Trial Chamber IX issued the ‘Reparations Order’ (the ‘Order’), in which it, *inter alia*, instructed the Registry, through the VPRS, to complete the administrative eligibility process, including outreach, identification, and eligibility assessment, within two years, *i.e.* by 2 March 2026.² Trial Chamber IX considered that, consistent with the approach of Trial Chamber II in *Ntaganda*, two years from the date of the Order was ‘a reasonable timeframe’ in which to complete the administrative eligibility process.³ Trial Chamber IX also instructed the VPRS to provide an estimate of the time it would need to assess the victims’ eligibility for reparations and the urgent needs of all participating victims, within one month of the issuance of the Order.⁴
3. On 2 April 2024, the Registry filed its ‘Submissions pursuant to Reparations Order’⁵ in which it, *inter alia*: (i) undertook to finalise its eligibility and urgency assessments of all participating victims ‘by the end of 2024, or the first months of 2025 at the latest’;⁶ and (ii) in relation to the eligibility assessments of all potential beneficiaries, indicated that it

¹ [Decision on LRV Request Concerning the Deaths of Participating Victims](#), ICC-02/04-01/15-962, para. 4, p. 5.

² [Order](#), ICC-02/04-01/15-2074 (with confidential *ex parte* Annex I, only available to the Legal Representatives of Victims, the Common Legal Representative of Victims, the Defence, and the Registry, and public Annexes II and III), paras 810.a, 813.

³ [Order](#), ICC-02/04-01/15-2074, para. 813.

⁴ [Order](#), ICC-02/04-01/15-2074, para. 810.c.

⁵ [Registry Submissions pursuant to Reparations Order ICC-02/04-01/15-2074](#) (the ‘Registry Submissions’), ICC-02/04-01/15-2082.

⁶ Registry Submissions, ICC-02/04-01/15-2082, para. 25. The Chamber notes that, according to the Order, 4,096 victims participated in the case ([Order](#), ICC-02/04-01/15-2074, para. 16). *See also* [Decision on Registry Submissions pursuant to Reparations Order](#), ICC-02/04-01/15-2074, 3 May 2024, ICC-02/04-01/15-2088, p. 6, where the Chamber took note of the VPRS’ undertaking to finalise its eligibility and urgency assessment of all participating victims by the end of 2024 or the first months of 2025 at the latest.

considered the two-year deadline set to identify the 49,772 estimated total number of victims as ‘very optimistic’, considering that the same deadline had been set in *Ntaganda*, which had an estimated total number of victims of 10,500.⁷

4. On 30 October 2025, the Registry submitted its ‘Registry Request for Extension of Time’⁸ (the ‘Time Extension Request’), in which it requested an extension of time for the VPRS to continue its administrative eligibility process as deemed appropriate by the Chamber and offered to provide updates every four months during the extended period.⁹ It also indicated that it undertakes to finalise the eligibility assessments and the transmissions of the victims’ contact information to the Trust Fund for Victims (the ‘TFV’) of all participating victims by 28 February 2026, ‘contingent on receiving all relevant information’ from the victims’ [common] legal representatives (the ‘CLRV’) by 15 December 2025.¹⁰
5. On 6 November 2025, the Office of Public Counsel for Victims (the ‘OPCV’), acting as CLRV, responded to the Registry and submits, *inter alia*, that while ‘the limited number of potential beneficiaries identified thus far is regrettable’, it does not oppose an extension of the deadline which, in the circumstances, should be for a maximum of one year.¹¹
6. In addition, the CLRV submits that, as time continues to progress, participating victims will die, which ‘calls for the establishment of a systematic centralised procedure’ for resumptions of action.¹² In particular, the CLRV submits that it will endeavour to provide the Registry with all remaining information concerning the participating victims by 15 December 2025 and that, thereafter, when informed about the passing of a participating victim, it will (a) transmit this information to the Registry, and (b) inform the concerned individuals that they will be contacted by the Registry to discuss the most appropriate way to resume the action (the ‘Proposed Resumption of Action Procedure’).¹³
7. Finally, the CLRV informs the Chamber that, in its eligibility assessment process, the Registry has previously considered the ‘National Identification Registry Authority

⁷ [Registry Submissions](#), ICC-02/04-01/15-2082, para. 26.

⁸ [Registry Request for Extension of Time](#), ICC-02/04-01/15-2111.

⁹ [Registry Request for Extension of Time](#), ICC-02/04-01/15-2111, paras 2, 23-24.

¹⁰ [Registry Request](#), ICC-02/04-01/15-2111, para. 25.

¹¹ [CLRV’s Response to the Registry Request for Extension of Time](#), ICC-02/04-01/15-2113 (the ‘CLRV Response’), paras 7-8.

¹² [CLRV Response](#), ICC-02/04-01/15-2113, para. 10.

¹³ [CLRV Response](#), ICC-02/04-01/15-2113, paras 9-11.

(“NIRA”) Form’ insufficient to establish an applicant’s identity.¹⁴ However, in light of the procedures established by the Ugandan government in the ‘mass enrolment’ programme currently taking place to renew millions of expired cards and register new citizens, the CLRV has requested that the Registry treat applicants as eligible if they provide a NIRA Form to prove their identity and their files be otherwise complete ‘pending submission of a valid ID at the time of intake into the reparations programme’.¹⁵

II. ANALYSIS

A. Time extension request

8. With regard to participating victims, the Chamber notes that the CLRV confirmed that it intends to provide the relevant information by 15 December 2025¹⁶ and that the Registry intends to finalise its eligibility assessments and transmissions of the victims’ contact information to the TFV by 28 February 2026.¹⁷ While this finalisation date is significantly longer than the date the VPRS initially proposed, the Chamber notes that the new finalisation date would still be within the overall time limit set in the Order.¹⁸
9. With regard to victims who were previously identified but did not participate in the case, as well as newly identified victims, the Chamber notes the Registry’s explanations on the challenges encountered during the process. In particular, it notes that according to the Registry, the VPRS ‘invested in a strong IT capacity’ to collect victim information which involved developing electronic forms (including the ‘household’ forms), and trained and equipped intermediaries who are located in 19 districts across Northern Uganda, all of which required ‘substantial time’, with the roll out only taking place in the spring of 2025.¹⁹ The Registry also explains that ‘the secure and efficient integration of digital forms collected through its new IT tool into the Section’s central database’ has been a major challenge, noting specifically the Court’s recent initiatives to further strengthen its IT structure which has impacted the VPRS’ capacity to process newly received forms, whilst it develops alternatives for data collection in the field.²⁰

¹⁴ [CLRV Response](#), ICC-02/04-01/15-2113, para. 15.

¹⁵ [CLRV Response](#), ICC-02/04-01/15-2113, paras 16-18.

¹⁶ [CLRV Response](#), ICC-02/04-01/15-2113, paras 9-11.

¹⁷ [Registry Request](#), ICC-02/04-01/15-2111, para. 25.

¹⁸ See paragraph 2 above.

¹⁹ [Registry Request](#), ICC-02/04-01/15-2111, para. 13.

²⁰ [Registry Request](#), ICC-02/04-01/15-2111, para. 18.

10. Under such circumstances, the Chamber finds that good cause has been shown pursuant to regulation 35 of the Regulations and suspends the initial deadline set on 2 March 2026 for the VPRS to complete its administrative eligibility assessment process for reparations.
11. Regarding the new deadlines to be set, the Chamber notes the Registry's projections. The Chamber further notes that the Registry submits that the VPRS has 'substantially' increased its capacity on the ground throughout 2025 and aims to increase its processing speed in 2026.²¹ The Chamber also notes that the Registry submits that each month the VPRS 'at its current capacity', collects around 800 household forms in the field, representing an estimate of 2,400 victims, and processes around a quarter of them.²² The Registry additionally submits that the VPRS's tools and processes would, 'if operations were to be continued for a year or more, help ensure that a meaningful number of victims – ideally, as many as the targeted 49,772 – would benefit from reparations in the Case'.²³ The Chamber also notes the CLRV's observation that, however, 'the current pace of progress is significantly slower than anticipated',²⁴ which is illustrated, *inter alia*, by the fact that the VPRS has transmitted 2,356 eligible beneficiaries to the TFV, which represents roughly 5% of the target estimate given in the Order.²⁵
12. The Chamber finds the Registry's submissions insufficient to allow it to decide on the request and on an appropriate time extension and deadlines. The Chamber requires additional information from the VPRS.
13. Thus, the Chamber, mindful of the challenges faced by the VPRS, orders the Registry to: (i) submit realistic monthly numerical projections on the identification of new beneficiaries for reparations, the assessment of victims eligibility and priority categorization and the communication of assessment results with applicants and the TFV;²⁶ and (ii) inform the Chamber of any innovative procedure to expediate their processes that could be adopted, and that could need the involvement of the Chamber or the TFV, such as the introduction of

²¹ [Registry Request](#), ICC-02/04-01/15-2111, paras 14-15, 19-21. In this regard, the Chamber notes the Registry's submissions that from July to October 2025, the VPRS collected around 3,200 applications from newly identified victims, representing more than 10,000 victims (para. 14); that at its current capacity, each month, it collects around 800 household forms in the field, representing around 2,400 victims, and processes a quarter of them (para. 19); and that '[a]ssuming the Section can maintain and gradually expand this processing capacity', it expects to transmit to the TFV 6,000 eligible victims 'by the original deadline' (para. 20).

²² [Registry Request](#), ICC-02/04-01/15-2111, paras 19, 22.

²³ [Registry Request](#), ICC-02/04-01/15-2111, para. 22.

²⁴ [CLRV Response](#), ICC-02/04-01/15-2113, para. 6.

²⁵ [Registry Request](#), ICC-02/04-01/15-2111, para. 15.

²⁶ For example, the VPRS could submit tables with estimated numbers to the Chamber.

separate deadlines for identifying new potential beneficiaries of reparations and for completing the eligibility assessment process. In these supplementary submissions, the Chamber instructs the Registry *not to repeat or re-submit* information already submitted to the Chamber. The Registry's supplementary submissions should also include the views of the Public Information and Outreach Section ('PIOS'), if any, on the topics mentioned above.

14. The Chamber also invites the TFV and the Office of Public Counsel for Victims (the 'OPCV') to submit any observations on the topics mentioned above.
15. The participants' observations should be submitted by 31 January 2026.
16. The Chamber notes that the time limit suspension and the potential extension of the deadline for the completion of the eligibility assessment process will not impact the delivery of reparations to victims already found eligible for reparations.

B. Matters included in the CLRV Response

17. At the outset, the Chamber recalls that, according to the Order, potential beneficiaries do not require legal representation throughout the administrative stage of the reparations proceedings.²⁷ At the same time, it recalls the OPCV's general support and assistance mandate pursuant to regulation 81(4) of the Regulations.²⁸
18. The Chamber takes note of the Proposed Resumption of Action Procedure and considers that it is reasonable in light of the current stage of the proceedings. Nonetheless, the Chamber considers that, without prejudice to the 'disengagement of the legal representatives in the process',²⁹ the OPCV should continue to support and assist the victims pursuant to its legal mandate by cooperating with the Registry in its contacts and discussions with *any victims*, and not only participating victims, in relation to resumption of action applications.

²⁷ [Order](#), ICC-02/04-01/15-2074, para. 812.b.

²⁸ *See also* [Order](#), ICC-02/04-01/15-2074, para. 812.b.

²⁹ [CLRV Response](#), ICC-02/04-01/15-2113, para. 11.

19. Accordingly, the Chamber directs the Registry and the OPCV to comply with the procedure described in paragraphs 6 and 18 of the present decision, which will replace the Initial Resumption of Action Procedure.
20. Lastly, the Chamber takes notes of the CLRV's submission about its request to the Registry to treat applicants as eligible if they provide a 'NIRA Form' to prove their identity and their files be otherwise complete 'pending submission of a valid ID at the time of intake into the reparations programme,'³⁰ and instructs the Registry, through the VPRS, to consider this documentation as a valid identity document for eligibility assessment purposes.

³⁰ See paragraph 7 above.

FOR THESE REASONS, THE CHAMBER HEREBY

SUSPENDS the deadline of 2 March 2026 for the Registry, through the VPRS, to complete the administrative eligibility process for reparations;

ORDERS the Registry to submit supplementary observations, as detailed in paragraph 13 above, by 31 January 2026;

INVITES the TFV and the OPCV to submit any observations on the topics mentioned at paragraph 13 above, by 31 January 2026;

INSTRUCTS the Registry and the OPCV to comply with the procedure for resumptions of action set out in paragraphs 6 and 18 of the present decision; and

INSTRUCTS the VPRS to consider the NIRA form as a valid identity document for eligibility purposes.

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

**Judge María del Socorro Flores Liera,
Presiding Judge**

Judge Kimberly Prost

Judge Nicolas Guillou

Dated 19 December 2025

At The Hague, The Netherlands