

TABLE OF CONTENTS

<i>Preface by the Volume Editor.....</i>	<i>i</i>
<i>Foreword by Siri S. Frigaard.....</i>	<i>iii</i>
<i>Foreword by Julija Bogoeva</i>	<i>v</i>

Part I:

The Relevancy, Context and Nature of Selection and Prioritization Criteria

1. On the Theme of Selection and Prioritization Criteria	1
<i>By Morten Bergsmo</i>	
1.1. Many Crimes and Case-Files – Some Common Sense	1
1.2. Not a Challenge Unique to Contemporary International Criminal Justice.....	6
1.3. Risks in Case Selection	8
1.4. Binding, Judicially-Enforced Criteria?	9
1.5. Structure and Contents of the Book	10
1.6. Gravity and Representativity – Not ‘Positive Even-Handedness’	20
2. Prioritization of Suspected Conduct and Cases: From Idea to Practice.....	29
<i>By Devasheesh Bais</i>	
2.1. Introduction.....	29
2.2. Background	30
2.3. The Idea.....	31
2.3.1. International Criminal Tribunal for the Former Yugoslavia	31
2.3.2. Early Efforts at the International Criminal Court	34
2.3.3. Bosnia and Herzegovina: The Turning Point.....	37
2.4. The Idea in the Mainstream.....	39
2.4.1. ICC-OTP’s Policy Paper on Case Selection and Prioritisation	39
2.4.2. Colombia.....	44
2.4.3. The Democratic Republic of the Congo	44
2.4.4. The Central African Republic	46

2.4.5. Representativity as a Case Prioritization Criteria: A Missed Opportunity	47
2.5. Challenges	48
2.6. The Future	50
Annex	52
3. Criteria for Prosecution of International Crimes: The Importance for States and the International Community of the Quality of the Criminal Justice Process for Atrocities, in Particular of the Exercise of Fundamental Discretion by Key Justice Actors.....	53
<i>By Rolf Einar Fife</i>	
3.1. The Contribution of Legal Informatics to Grapple With Objective Assessments of Complex Patterns	54
3.2. Criteria – Conceptual Approaches.....	55
3.3. Criteria in the Context of International Crimes.....	56
4. Requisite Resources and Capacity to Process Backlogs of Core International Crimes Cases	59
<i>By Ilia Utmelidze</i>	
4.1. Introduction	59
4.2. Obligation to Prosecute	60
4.3. Structural Obstacles.....	62
4.4. Backlog of Cases as a Common Phenomenon and the Role of Case Selection and Prioritization Criteria	63
4.5. Case Selection and Prioritization Criteria and the Limits of Prosecutorial Discretion	65
4.6. Conclusion.....	67
5. On the Nature of Selection and Prioritization Criteria: An Analysis of Select Documents.....	69
<i>By Morten Bergsmo and María Paula Saffon</i>	
5.1. Introduction: The Importance of Case Selection and Prioritization Criteria.....	69
5.2. Bosnia and Herzegovina: Experience in Formulating Case Selection and Prioritization Criteria	78
5.2.1. The Orientation Criteria	82
5.2.2. Criteria in Annex A of the National War Crimes Prosecution Strategy	90
5.2.3. Criteria in the Charging Guidelines of the Prosecutor’s Office of Bosnia and Herzegovina.....	100
5.3. Some Contributions of International Criminal Justice to the Formulation of Selection and Prioritization Criteria	117

5.3.1. Criteria in the International Criminal Tribunal for the Former Yugoslavia	118
5.3.2. Criteria in the International Criminal Court.....	138
5.4. Concluding Remarks	157

Part II:
Criteria in
International(ized) Jurisdictions

6. Case Selection and Prioritization at the International Criminal Court.....	165
<i>By Rod Rastan</i>	
6.1. OTP Strategic Plan.....	168
6.2. Basic Size Report	171
6.3. Policy Paper on Case Selection and Prioritisation	173
6.3.1. Selection Criteria	174
6.3.2. Prioritization Criteria	181
6.3.3. Case Selection Document	187
6.3.4. Co-operation on Other Cases	188
6.4. Situation Completion	190
6.5. Policy Renewal	193
6.6. Conclusion	194
7. The Selection and Prioritization of Cases by the ICC Office of the Prosecutor (2003–2009)	197
<i>By Paul Seils</i>	
7.1. Public Statements of Policy by the ICC Office of the Prosecutor.....	197
7.1.1. Key Provisions of the Policy Paper of September 2003	198
7.1.2. Draft Paper of June 2006	198
7.2. The Gravity Criteria Developed.....	200
7.3. The Relevance of Impact	202
7.4. Challenges for the ICC Office of the Prosecutor	203
7.4.1. Expectations.....	203
7.4.2. Representative Selection and Instrumentalization	203
7.5. Conclusion	204
8. Case Selection and Prioritization Criteria in the Work of the International Criminal Tribunal for the Former Yugoslavia	207
<i>By Claudia Angermaier</i>	
8.1. Introduction.....	207
8.2. Substantive and Procedural Framework.....	207

8.3. The 1995 Criteria	210
8.4. The 1998 Review of Cases.....	213
8.5. The Completion Strategy	214
8.6. Rules 11bis and 28(A).....	218
8.7. Reduction of the Case Load	219
8.8. Some Thoughts on Essential Qualities of Prioritization Criteria.....	220
8.8.1. The Purpose of Case Prioritization Criteria	220
8.8.2. Essential Qualities of Case Prioritization Criteria	221
 9. Case Selection and Prioritization Criteria at the International Criminal Tribunal for Rwanda.....	225
<i>By Alex Obote-Odora</i>	
9.1. Introduction	225
9.2. Case Selection Criteria: General Principles	231
9.3. Case Selection Criteria: ICTR-Specific	234
9.4. Prioritization Criteria: Prosecution of Genocide	238
9.5. Conclusion.....	243
 10. Prosecution Criteria at the Khmer Rouge Tribunal	247
<i>By Anees Ahmed and Margaux Day</i>	
10.1. Introduction	247
10.2. Interpretation	248
10.3. Who Would Fall Under the Senior Leaders Category?	248
10.4. Who Would Fall Under the Most Responsible Category?	250
10.5. Practice at the Khmer Rouge Tribunal	252
10.5.1. Criteria for Selection of Crimes	254
10.5.2. Criteria for Selection of Senior Leaders	254
10.5.3. Criteria for Selection of Persons Most Responsible	254
10.6. Conclusion.....	254

Part III: Criteria in Domestic Jurisdictions

 11. Applying Selection and Prioritization Criteria to Sex Crimes Cases in the Democratic Republic of the Congo	257
<i>By Olympia Bekou</i>	
11.1. Selection and Prioritization	258
11.1.1. General Principles for Establishing Prioritization Criteria	261
11.1.2. Prioritization Criteria for Core International Crimes.....	262
11.2. Prioritization of Sex Crimes Cases in the Democratic Republic of the Congo	265

11.2.1. Nature of the Criminal Acts	267
11.2.2. <i>Modus Operandi</i> of the Criminal Conduct	268
11.2.3. Location of the Crimes	268
11.2.4. ‘Those Most Responsible’: Command and Superior Responsibility	268
11.3. Concluding Remarks.....	269
12. Canada’s Approach to File Review in the Context of War Crimes Cases	273
<i>By Terry M. Beitner</i>	
12.1. Introduction.....	273
12.2. Canada’s War Crimes Program	274
12.3. The File Review Subcommittee	275
12.4. File Review Subcommittee Selection Criteria	276
12.5. Conclusion	279
13. (The Lack of) Criteria for the Selection of Crimes Against Humanity Cases: The Case of Argentina.....	281
<i>By Mirna Goransky and María Luisa Piqué</i>	
13.1. Introduction.....	281
13.2. The Military Dictatorship (1976–1983).....	282
13.3. Transition to Democracy (1983–1985)	282
13.4. The Trial Against the Juntas.....	282
13.5. The End of the Human Rights Spring and the Impunity Years (1987–2003)	283
13.6. Between 1995 and 2003, a Slow Reopening Began.....	285
13.7. Judicial Activism and the End of a Dark Phase for Justice	287
13.8. The New Trials (2003–2008)	288
13.9. How Are Judges Selecting Cases That Come to Trial?	289
13.10. The Mechanics School of the Navy (ESMA) Case.....	290
13.11. Concluding Remarks.....	291
14. Problematic Selection and Lack of Clear Prioritization: Early Justice and Peace Experience in Colombia	293
<i>By María Paula Saffon</i>	
14.1. The Colombian Armed Conflict and the Complexities of Criminal Cases	294
14.2. The Legal Framework of the Demobilization Process: Selection as an Impunity Strategy?	298
14.3. The Development of the Criminal Processes: Arbitrary Prioritization?	301

14.4. The Importance of Clear, Adequately Justified, and Publicly Discussed Prioritization Criteria	303
15. Selection and Prioritization in Colombia With Emphasis on the Attorney General's Office and the Legal Framework for Peace	305
<i>By Alejandro Aponte Cardona</i>	
15.1. Introduction	305
15.2. Background of the Prioritization Strategy of the Attorney General's Office	306
15.2.1. The Special Process for Justice and Peace.....	306
15.2.2. A Fundamental Fact: The Massive Nature of the Crimes Committed and the Factual Impossibility of the Criminal System to Account for All	308
15.2.3. The Prioritization Strategy of the Attorney General's Office: Change in the Culture of the Investigation of Criminal Organizations.....	309
15.2.4. Year 2012: Adequate Legal and Political Context for Institutional Adaptation to Prioritize.....	310
15.2.5. Some Forms of Selection Prior to the Legal Framework for Peace	311
15.3. Prioritization Strategy in Directive No. 001 of 2012 of the Attorney General's Office	312
15.3.1. Central Notions Contained in Directive No. 001 of 2012	312
15.3.2. Operation of the Prioritization Criteria.....	313
15.3.3. Restructuring the Attorney General's Office: Decree Law 016 of 2014	317
15.3.4. Conceptual Differences Between Case Selection and Prioritization.....	318
15.4. Legal Framework for Peace: New Challenges for Selection and Prioritization Strategies	320
15.4.1. Introduction of the Case Selection Mechanism	320
15.4.2. Consistent Implementation of the Mechanisms of Selection and Prioritization.....	323
15.4.3. Real Impact of Implementation of the Criterion of Representativeness.....	327
15.5. Perspectives	328
16. The Orientation Criteria Document in Bosnia and Herzegovina.....	333
<i>By Zekerija Mujkanović</i>	
16.1. Introduction	333
16.2. 'War Crimes'	334

16.3.	What Was Done Prior to the Second Edition	335
16.4.	Historical Context	336
16.5.	The Task	337
16.6.	Deciding Who Will Do What	338
17.	Criteria for Selection and Prioritization of Core International Crimes in the National War Crimes Strategy of Bosnia and Herzegovina.....	343
	<i>By Aida Šušić</i>	
17.1.	Introduction.....	343
17.2.	The Background.....	347
17.2.1.	Post-Conflict Constitutional Realities	347
17.2.2.	Aspects of the BiH Post-Conflict Transition	348
17.2.3.	BiH System for the Prosecution and Adjudication of Core International Crimes	350
17.3.	Criteria in the BiH Criminal Justice System.....	353
17.3.1.	Backlog of Core International Crimes Cases in BiH.....	353
17.3.2.	Limitations of the BiH Post-Conflict System to Process Core International Crimes Cases	355
17.3.3.	Ensuring That the Most Suitable Cases Go to Trial First	357
17.3.4.	Ensuring That the Most Suitable Cases Go to Trial First or Before It Is Too Late	358
17.3.5.	Case Selection and Prioritization Criteria in BiH Came as a Logical Choice in Light of the ICTY Experience	359
17.3.6.	The Role of Criteria in the Selection and Prioritization of Core International Crimes in BiH.....	360
17.3.7.	Criteria at the International Criminal Tribunal of the Former Yugoslavia and International Criminal Court....	363
17.3.8.	Criteria in the BiH Criminal Justice System.....	369
17.4.	Requirements for the Criteria's Success in the BiH Post-Conflict Transition	379
17.4.1.	Periodic Review of War Crimes Cases	379
17.4.2.	Public Access	380
17.4.3.	Equal and Transparent Application.....	381
17.4.4.	Judicial Review.....	382
17.5.	Concluding Remarks.....	383
18.	Criteria for Prioritizing and Selecting Core International Crimes Cases: The Situation in Croatia	385
	<i>By Vesna Terselić</i>	

19. The Strategy for Prosecuting War Crimes in the Early Years of the Serbian Office of the War Crimes Prosecutor	391
<i>By Nataša Kandić</i>	
19.1. The <i>Ovčara</i> Case	391
19.2. The <i>Zvornik</i> Case	393
19.3. The <i>Scorpions</i> Case	395
19.4. The <i>Tuzla Column</i> Case	395
19.5. The <i>Lekaj</i> Case	397
19.6. The <i>Morina</i> Case	397
19.7. The <i>Bytyqi</i> Case	398
19.8. The <i>Orahovac</i> Case	398
19.9. The <i>Rambo</i> Case	400
19.10. The <i>Slunj</i> Case	400
19.11. The <i>Velika Peratovica</i> Case	401
19.12. The <i>Lovas</i> Case	401
19.13. The <i>Suva Reka</i> Case	402
19.14. The <i>Podujevo</i> Case	403
19.15. The <i>Banski Kovačevac</i> Case	404
19.16. The <i>Pakšec</i> Case	405
19.17. Investigation and Pre-Trial Proceedings	405
19.18. Findings	405
20. Human Rights Courts in Indonesia: A Brief Outline	407
<i>By Fadillah Agus</i>	
20.1. Background	407
20.2. Legal Framework	408
20.3. Cases	409
20.4. Case Selection and Prioritization	411
Part IV: Interests and Efficacy	
21. Gravity of Crimes and Responsibility of the Suspect.....	417
<i>By Xabier Agirre Aranburu</i>	
21.1. Introduction: Definition and Elements of a Case	417
21.2. The Gravity of the Crimes	420
21.2.1. Substantive Gravity of the Offence	421
21.2.2. Quantitative Aspects	422
21.2.3. Qualitative Aspects	428
21.2.4. Gravity and Mode of Responsibility	429
21.3. The Level of Responsibility of the Suspect	429
21.3.1. Origin and Definition	429

21.3.2. Practice	434
21.3.3. Analysis of Structures.....	437
21.3.4. Suspect-Driven <i>Versus</i> Offence-Driven Investigations.....	441
21.4. Conclusions.....	442
Appendix 1: DRC Killings, Spread July 2002–September 2006	443
22. Functions of the Gravity Threshold Before the ICC: Releasing the Prosecutor From the Gravity Constraint.....	445
<i>By Megumi Ochi</i>	
22.1. Introduction.....	445
22.2. Different Function Before the Office of the Prosecutor and Chambers.....	446
22.2.1. The Gravity Threshold Stipulated in the Statute and the OTP Regulations	446
22.2.2. Earlier Study: Legal and Relative Gravity.....	448
22.2.3. The Dual Function of Gravity: Element and Sieve.....	450
22.3. Releasing the Prosecutor From the Gravity Constraint.....	456
22.3.1. The OTP’s Duty to Investigate, Prosecute or Explain Its Action?	456
22.3.2. Demerits of the Gravity Constraint.....	459
22.4. Conclusion: Diversification of the Conception of Gravity	469
23. Making Justice Meaningful for Victims	471
<i>By Richard J. Dicker</i>	
23.1. Identifying and Explaining Criteria to Affected Communities ...	471
23.2. Consistent Application of the Criteria Identified: Promoting Transparency in Practice	473
23.3. Conclusion	475
24. The Danger of Selective Justice	477
<i>By Christopher K. Hall</i>	
24.1. Defining the Problem	477
24.2. The Perspective of Kant.....	478
24.3. The Implications Today for International Justice of Kant’s Views	479
24.4. Is This Approach ‘Realistic’?	480
24.5. What Resources Are Required to Bring All Those Responsible to Justice?	480
24.6. Innovative Techniques to Reduce the Resources Needed to Complete Proceedings.....	482
24.7. Political Will	484

24.8. A Note About Amnesty International’s Role	484
24.9. Conclusion.....	485
25. Remarks on the Characteristics of Effective Criteria for the Prioritization of Core International Crimes Cases.....	487
<i>By Mirsad Tokača</i>	
25.1. Prosecution or Court Independence v. Public Interest.....	488
25.2. Gravity, Scale, Nature of Crimes, Interests of Victims	489
26. Post-Conflict Criminal Justice: Practical and Policy Considerations	491
<i>By Vladimir Tochilovsky</i>	
Annex: Case Mapping, Selection and Prioritization of Conflict and Atrocity-Related Crimes: CMN Guidelines	495
<i>By Emilie Hunter and Ilia Utmelidze</i>	
1. Introduction	495
2. General Principles of Case Selection and Prioritization.....	497
2.1. Current Selection or Prioritization Practices Should Be Scrutinized.....	497
2.2. Mapping of Open Case-Files Should Be Carried Out to Determine the Totality of Victimization.....	497
2.3. Case Selection and Prioritization Should Be Consistent but Flexible	497
2.4. A Selection and Prioritization Policy Should Be Adopted.....	497
2.5. Outreach to Affected Communities Should Be Conducted.....	498
3. Mapping Open Case-Files and the Extent of Victimization	498
3.1. Backlogs of Existing Open Case-Files.....	498
3.2. Incident Mapping	499
3.3. Inventory of Open Case-Files, Complaints and Incidents	499
4. Adoption of a Policy on Selection and Prioritization.....	500
4.1. Analyse the Inventory of Open Case-Files	500
4.2. Identify Resource Gaps and Needs of the Justice System	500
4.3. Consultation and Monitoring	500
4.4. Clarity, Precision and Equal Application	500
4.5. Adoption of Criteria to Minimize Arbitrariness	501
4.6. Publication and Dissemination of the Policy	501
5. Model Criteria for Selection or Prioritization	501
5.1. Gravity: Facts and Context of the Criminal Acts	501

5.1.1. Seriousness of the Offence	502
5.1.2. Seriousness of the Responsibility of the Alleged Perpetrator	504
5.2. Objective Representativity: Case Representative of the Overall Victimization	506
5.2.1. Representative of the Overall Victimization.....	506
5.2.2. Interests of Victims and Society as a Whole.....	507
5.2.3. Fair Trial and Due Process Considerations.....	507
5.3. Policy and Practical Considerations.....	507
5.3.1. Available Investigative Resources	508
5.3.2. Evidence or Witness Availability; Potential Rollover Witness or Likelihood of Linkage Evidence	508
5.3.3. Completeness of Evidence.....	508
5.3.4. Availability of Exculpatory Information and Evidence.....	508
5.3.5. Arrest Potential	509
5.3.6. Available Charging Theories; and Liability Theory and Legal Framework of Each Potential Suspect	509
5.3.7. Potential Legal Impediments to Prosecution; and Potential Defences	509
5.3.8. Overall Strategic Direction	509
5.3.9. Impact of New Investigation on Ongoing Investigations and on Making Existing Indictments Trial Ready; and Estimated Time to Complete the Investigation	509
5.3.10. Chain of Command Escalation Potential: Can the Case Take the Investigation Higher in Chains of Command?	509
5.3.11. Extent that the Case Fits into a Larger Pattern-Type of Ongoing or Future Investigations and Prosecutions	510
6. CMN Services in Case Mapping, Selection and Prioritization	510
6.1. Database: Investigation Documentation System (I-Doc).....	510
6.2. Advisory Services: Technical Assistance, Diagnostics and Evaluation	510
6.3. Publications.....	511
<i>Index</i>	513
<i>TOAEP Team</i>	523
<i>Volumes in the Publication Series</i>	525