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Registry's sixth quarterly report on legal aid***Summary*

This report for the benefit of the Bureau of the Assembly of States Parties and the Committee on Budget and Finance covers the permanent monitoring and assessment activities for the implementation performance of the following in particular:

- a) The revised legal aid scheme, as adopted by the Decision of the Bureau of 22 March 2012;¹ and
- b) The proposals adopted from the Supplementary report of the Registry on four aspects of the Court's legal aid system² with regard to three aspects, namely: (A) remuneration in the case of multiple mandates; (B) legal aid expenses policy; and (C) remuneration during phases of reduced activity.

Application of resolution ICC-ASP/11/Res.1 (paragraph 4) inviting the Court to monitor and assess the implementation of proposals on the revision of the Court's legal aid system and to report thereon to the Bureau on a quarterly basis. This is the sixth report submitted by the Registry. In the report ICC-ASP/13/5 of 18 August 2014 (para. 74), the Committee recommended that reports on the changes to the legal aid scheme should no longer be submitted to it quarterly but rather that it should receive half-yearly reports at the two sessions it holds each year. The Court welcomes these recommendations and hereby informs the Committee that the first half-yearly report will be submitted in December 2014.

This report covers the period from 1 April to 30 June 2014. For the period from 1 April 2012 to 31 December 2013, the savings generated stood at €750,473.22. From 1 April 2012 to 31 March 2014 they stood at €1,056,035.52. From 1 April 2012 to 30 June 2014, they stood at **€1,462,999.68** and from 1 January to 30 June 2014, they stood at €712,526.46.

* Reissued for technical reasons.

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¹ ICC-ASP/11/2/Add.1.

² ICC-ASP/11/43.

**Table showing savings achieved over the period 1 April to 30 June 2014 -
Total of €106,964.16**

<i>Aspects of the legal aid scheme</i>	<i>Savings (euros)</i>
Teams appointed after 1 April 2012	56,443.20
Changes in teams	16,607.24
Individual instances of representation	15,666
Appointment of permanent counsel	25,153.64
Deferred implementation of the revised remuneration scheme	35,253
Gradual implementation of the revised remuneration scheme	14,199
Compensation for professional charges	0
Multiple mandates	50,138.08
Expenses and other costs	67,000
Legal aid in Article 70 proceedings	126,504

I. Introduction

1. Noting the Registry's five previous quarterly reports³ and pursuant to resolution ICC-ASP/11/Res.1 (paragraph 4) inviting the Court to monitor and assess the implementation of proposals on the revision of the Court's legal aid system and to report thereon to the Bureau of the Assembly of States Parties (the "Bureau") on a quarterly basis,⁴ the Registry presents this Sixth quarterly report on its permanent monitoring and assessment activities: a) of the revised legal aid system as adopted by the Decision of the Bureau of 22 March 2012 ("the Decision");⁵ and b) three aspects of the proposals contained in the "Supplementary report of the Registry on four aspects of the Court's legal aid system" ("the Supplementary Report"),⁶ namely: (A) remuneration in the case of multiple mandates; (B) expenses policy; and (C) remuneration during phases of reduced activity.

2. In the report ICC-ASP/13/5 of 18 August 2014, the Committee recommended that that reports on the changes to the legal aid scheme should no longer be submitted to it quarterly but rather that it should receive half-yearly reports at the two sessions it holds each year.⁷ The Court welcomes these recommendations and hereby informs the Committee that the first half-yearly report will be submitted in December 2014.

3. This report covers the period from 1 April to 30 June 2014. The savings reported include estimates because some time-sheets have yet to be submitted.

II. Implementation of the Decision of the Bureau

4. The Decision was notified on 23 March 2012, for implementation with effect from 1 April 2012. It was implemented as indicated below.

A. Implementation of appendix I, part C of the Decision of the Bureau: revised remuneration system

1. Teams appointed after 1 April 2012

5. On 4 April 2013, a suspect⁸ applied for legal aid, which was granted on a provisional basis on 12 April 2013.⁹ The Registry formalized the appointment of his counsel on 26 April 2013. A core team was then established, supplemented by an additional legal assistant remunerated in accordance with the Decision's scale of fees up until 18 June 2014. With the confirmation of the charges the case moved to the trial phase which justified the allocation of funds to remunerate an associate counsel.¹⁰ The savings achieved for this team stand at €26,939.20.¹¹

6. On 2 December 2013 the Chamber appointed the Office of Public Counsel for Victims ("OPCV") to represent the victims in the *Ntaganda* case.¹² The OPCV is supported by two legal assistants in the field who were appointed on 2 December 2014. Rules governing multiple mandates have been applied to one assistant who is also acting as counsel in the *Lubanga* case. The savings achieved in this instance stand at €7,344.¹³

³ CBF/20/2, 27 February 2013; CBF/21/2, 10 July 2013; CBF/21/19, 20 August 2013; CBF/22/2, 10 February 2014; CBF/22/17, 17 April 2014.

⁴ ICC-ASP/11/20, vol I, part III.A, ICC-ASP/11/Res.1, Section H, paras 3 and 4.

⁵ ICC-ASP/11/2/Add.1.

⁶ Supplementary report of the Registry on four aspects of the Court's legal aid system, ICC-ASP/11/43, 1 November 2012.

⁷ ICC-ASP/13/5, draft version, para. 74

⁸ *The Prosecutor v. Bosco Ntaganda*, ICC-01/04-02/06.

⁹ ICC-01/04-02/06-48.

¹⁰ The inclusion of the Associate Counsel on 9 June 2013 generated €1,939.80 of savings in June 2014.

¹¹ This amount includes the savings associated with the core team (€24,999.40), the associate counsel and multiple mandates for a legal assistant (€1,005.50) who is acting in a second case (*Lubanga*). Remuneration for this assistant is established in accordance with the Decision (€4,889) and the arrangements applicable to multiple mandates where fees are reduced by 50% in the second case.

¹² ICC-01/04-02/06-160, 2 December 2013.

¹³ The application of the revised system generates monthly savings of €1,224 for each of the legal assistants, a total of €7,344 for the reporting period. The savings achieved by the appointment of the OPCV in the various cases where the Chamber has made this decision are considerably greater but these calculations do not form part of the remit of this report.

7. The OPCV was also appointed in the *Gbagbo* case to represent victims.¹⁴ A legal assistant paid in accordance with the revised system was appointed in June 2012. The resultant savings stand at €7,344.

8. In the *Blé Coudé* case,¹⁵ the suspect applied for legal aid, which was granted on a provisional basis by the Decision of 24 April 2014. He has selected his counsel, who will be assisted by a legal assistant and a case manager, all paid in accordance with the revised scale. From 29 March to 30 June 2014 the savings achieved stood at €4,816. The OPCV was appointed in the same case to represent the victims¹⁶ and will be assisted by a legal assistant whose appointment took effect from 7 July 2014. The savings achieved in this regard will be set out in the next report.

9. Thus the savings achieved during the period covered by this report stand at €6,443.20.

2. Changes in legal teams

10. Sub-paragraph 3 (b) of appendix I, part C, requires the Court to implement the revised system following any changes in legal teams during any stage of proceedings, either as a result of individual members or of whole teams being replaced, and where new members are appointed.

11. This aspect was applied to a legal assistant in Mr Gbagbo's team pursuant to a decision granting additional funds, the benefit whereof having been withdrawn on 20 June 2014. The savings achieved for this post between 1 January and 20 June 2014 stood at €7,245.60. Following the decision confirming the charges against Mr Gbagbo, the Defence has additional resources to pay an associate counsel. The savings achieved in this regard will be set out in the next report.

12. Appendix I, Part C was also applied to the case manager (paid in accordance with the revised system)¹⁷ for a team representing victims in the Katanga case. The savings associated with this post stood at €2,694 as at 30 June 2014.¹⁸

13. From 13 March 2014, Mr Katanga's team received additional resources to remunerate an assistant counsel in accordance with the revised scale. The savings achieved in this regard from March until the end of June 2014 stood at €6,667.64.

14. Consequently, the savings achieved as a result of the revised system being applied due to changes to teams stand at €16,607.24.

3. Individual instances of representation

15. Mr. Saif Al-Islam Gaddafi was granted legal aid on a provisional basis until his means could be assessed and a decision on his indigency status could be rendered. For the period covered by this report, the application of the Decision resulted in savings of €7,833.

16. Madame Simone Gbagbo also received legal aid on a provisional basis subject to certain conditions set out in the Registrar's Decision of 6 April 2014, which set professional fees at €8,221. The savings achieved in this case stood at €7,833.

17. Finally, following the death, on 16 January 2014, of one of the legal representatives in the *Bemba* case,¹⁹ the Chamber authorized the Registry to appoint the second legal representative to represent the victims.²⁰ The fact that the deceased counsel has not been replaced is not relevant to this report.

18. These individual instances of representation generated €15,666 in savings during the period covered by the report.

¹⁴ ICC-02/11-01/11-138, 4 June 2012, para. 44.

¹⁵ *The Prosecutor v. Charles Blé Coudé*, ICC-02/11-02/11.

¹⁶ ICC-02/11-02/11-83, 11 June 2014.

¹⁷ The person was appointed on 21 November 2013 following the post vacancy on 20 December 2013.

¹⁸ The move from the old to the revised remuneration system generated €98 in monthly savings.

¹⁹ *The Prosecutor v. Jean-Pierre Bemba Gombo*, ICC-01/05-01/08-2961, 5 February 2014.

²⁰ *The Prosecutor v. Jean-Pierre Bemba Gombo*, ICC-01/05-01/08-2964.

4. Appointment of duty and *ad hoc* counsel

19. The Registry stated in its previous report that appendix I, part C had been implemented in respect of seven duty counsel generating €6,485.58 in forecast savings. After processing missing time sheets, actual savings of €6,162.48 were reported. €23.10 has to be deducted from the €162.48 to see the actual savings achieved.²¹

20. In addition, the savings associated with the appointment of an independent counsel and a legal assistant for the proceedings brought under article 70 which could not be specified in the previous report stand at €9,053.84 for the period from January to March 2014. The forecast savings²² stand at €8,326.15.

21. During the period covered by the report, part C of appendix I was implemented for the 10 duty counsel, generating €8,096.75 in savings.²³

22. The savings associated with the appointment of duty counsel stand at €25,153.64.²⁴

B. Implementation of appendix I, part D: Deferred implementation of the revised system of remuneration

23. Paragraph 1, Part A, of appendix I²⁵ and paragraph 5, part D²⁶ of the Decision of the Bureau, were applied to the Defence team of Mr Sang and to two teams tasked with representing victims in the Kenya situation. Savings achieved for the current reporting period total €35,253²⁷ (excluding savings in respect of the remuneration of associate Defence counsel resulting from multiple mandates, see below).

C. Implementation of appendix I, part E: Gradual implementation of the revised system of remuneration

24. Pursuant to the Decision with respect to teams that, as of 1 April 2002, are allocated to cases where the trial is ongoing, the Court's existing remuneration system will apply until such time as proceedings before the Trial Chamber have been completed and the case is at the appeal phase. Once the proceedings enter the appeal phase, the arrangements for remuneration as set out in appendix I, part E of the Decision of the Bureau will apply.

25. The application of this aspect to a Defence team involved in the situation in the DRC generated savings of €14,199 during the reporting period.²⁸

26. In the previous report, the Registry provided details of the gradual implementation of the revised system of remuneration for another Defence team in the situation in the

²¹ This amount is the difference between the savings forecast and the actual savings.

²² Some of the counsel's time sheets have not yet been submitted. Any additional savings which may be achieved in this regard will be specified in the next report.

²³ Given that five of these counsel have not yet submitted their timesheets, this amount may vary slightly once the time sheets have been received and the relevant documents have been processed. The Registry will clarify this situation in the next report if applicable.

²⁴ This amount corresponds to both actual and potential savings achieved due to the fact that some timesheets have yet to be submitted.

²⁵ This paragraph provides that: "[t]he revised system of remuneration will apply to those teams whose case progresses to the confirmation of charges hearing or the hearing of the trial. Any new teams or changes thereof will be subject to the immediate implementation of the revised system of remuneration".

²⁶ This paragraph explains that "[w]ith respect to teams, which as of 1 April 2012, are allocated to a case where the hearing of the trial has not yet commenced the revised fees will only apply once the hearing of the trial has started. Up until such time the hearing of the trial has not commenced, the teams in such a case will be subject to the existing remuneration regime of the Court".

²⁷ Defence savings have been calculated on the basis of a team composed of one counsel, one legal assistant and one case manager. Calculation of the difference between the old system of payment and the revised scale shows a monthly saving of €1,733, giving €14,199 for the current reporting period. This amount does not take account of savings in the remuneration of associate counsel, which will be included in the part of this report dealing with multiple mandates. As regards savings on the two teams representing victims (each consisting of one counsel and one case manager), these amount to €7,018 per month, namely €21,054 for the current reporting period. This figure is obtained by calculating, for these two teams, the difference between the old payments system and the revised scale.

²⁸ Some timesheets are still pending. Any additional savings to be achieved in this regard will be set out in the next report.

DRC²⁹ and the overpayment of €2,875.70³⁰ which was due to be paid back by the team. This sum has not yet been recovered. The Registry will report on the associated savings in the next report and will also report on the situation of the two teams responsible for representing the victims in the *Lubanga* case.

D. Implementation of the Decision of the Bureau in respect of compensation for professional charges

27. The payment of such compensation is conditional on strict eligibility criteria³¹ and requires supporting documentation to be produced. Four applications are in the process of being examined. Updated information in this regard will be provided in the next report.

III. Implementation of the Supplementary Report

28. The Assembly also asked the Court to include in its quarterly reports its assessment of the implementation performance of the changes arising from the Supplementary Report.³² namely: a) remuneration in the case of multiple mandates, b) legal aid expenses policy and c) remuneration during phases in which activities are considerably reduced.

A. Remuneration in the case of multiple mandates

29. Various cases of multiple mandates have been outlined in previous reports. The first involved a counsel who asked the Registry to formalize the appointment of a new team member³³ who was already acting as legal assistant in another Defence team.³⁴ During the reporting period the multiple mandate generated savings of €7,333.50.³⁵ The second case involved the appointment of a duty counsel to assume a second mandate.³⁶ Since the mandate of this counsel has been terminated there are no savings to report.

30. A third case of multiple mandates involved an associate counsel in the Kenya situation³⁷ who was already acting as legal assistant to another team in the situation in the Democratic Republic of the Congo.³⁸ As of 1 November 2013 the situation was as follows: 100% of the fees in the case arising from the situation in Kenya³⁹ and 50% in the second case. The savings achieved stand at €1,686.50.

31. A further case of multiple mandates has also occurred following the appointment by the OPCV (acting as joint representative for the victims in a case arising from the situation in the DRC) of one legal assistant also acting as counsel in another team.⁴⁰ Remuneration was set as follows: 100% of the fees for the role of counsel in the first case⁴¹ and 50% of the fees for acting as a legal assistant in the second case.⁴² The savings generated stand at €7,333.50.

²⁹ *The Prosecutor v. Thomas Lubanga Dyilo*, ICC-01/04-01/06.

³⁰ This amount is not included as a saving in this report.

³¹ Registry's single policy document on the Court's legal aid system, ICC-ASP/12/3, 4 June 2013, paras 129-138.

³² See Supplementary report, *supra*, footnote 7.

³³ *The Prosecutor v. Bosco Ntaganda*, ICC-01/04-02/06.

³⁴ *The Prosecutor v. Thomas Lubanga Dyilo*, ICC-01/04-01/06.

³⁵ The maximum applicable remuneration in this case to a legal assistant is €6,113 per month. The maximum remuneration for the legal assistant in the second case is €4,889 per month pursuant to the Decision. The amount to be paid in the second case has been reduced by 50%.

³⁶ *The Prosecutor v. Germain Katanga*, ICC-01/04-01/07, and *The Prosecutor v. Jean-Pierre Bemba Gombo*, ICC-01/05-01/08.

³⁷ *The Prosecutor v. Joshua Arap Sang*, ICC-01/09-01/11.

³⁸ *The Prosecutor v. German Katanga*, ICC-01/04-01/07 and *The Prosecutor v. Thomas Lubanga Dyilo* ICC-01/04-01/06.

³⁹ The Decision stipulates that the maximum monthly remuneration applicable to the associate counsel is €6,956.

⁴⁰ *The Prosecutor v. Thomas Lubanga Dyilo*, ICC-01/04-01/06.

⁴¹ In this case the maximum remuneration applicable to the two legal representatives from the same team is €0,832 per month (excluding professional fees) under the old system.

⁴² The maximum remuneration applicable to the legal assistant in this case is €4,889 per month pursuant to the Decision. The Supplementary Report reduces remuneration for the second case by 50%.

32. Finally, the applicable system for multiple mandates was also applied, at different times, to three members of a team in case ICC-01/09-01/13, generating savings of €23,784.58 from 1 January to 30 June 2014.

33. The revision generated €50,138.08 in savings for multiple mandates.

B. Legal aid expenses policy

34. The Registry has implemented the measures relating to the flat-rate allowance⁴³ to cover the expenses of the 23 legal teams acting under the legal aid system apart from those in case ICC-01/09-01/13⁴⁴ for whom the savings are given below. The reduction in the allowance allowed savings of €67,000⁴⁵ to be made during the reporting period.

C. Remuneration during periods of reduced activity

35. There have been no judicial developments to trigger implementation of this aspect of the Supplementary report.

IV. Savings made in proceedings brought under article 70 of the Rome Statute

36. In the context of the proceedings in case ICC-01/09-01/13, the scale of legal aid per team has been set at €8,542 per month (fees excluding professional charges) plus €1,000 per month for expenses. Four suspects have received legal aid in this case. If legal aid in this case had been calculated in accordance with the parameters applied to proceedings brought under article 5 of the Rome Statute during the Pre-Trial phase, defence costs for each team would stand at €20,084 per month; €17,084⁴⁶ for fees and €3,000 for expenses. Therefore, during the period covered by the report, the savings achieved stand at €126,504.⁴⁷

37. The Registry wishes to point out that in a Decision dated 20 May 2014, the Presidency⁴⁸ ordered the Registrar to pay advances to Mr Bemba's Defence team in the context of proceedings brought under article 70,⁴⁹ for four months, which are managed in accordance with legal aid and of an amount which is deemed appropriate, to be reimbursed in full. The team was thus allocated the same funds as those allocated to each of the aforementioned teams in the case. Given that these funds constitute advances, the Registry has not included them in the report.

V. Savings achieved since the entry into force of the amendments

38. The Registry hereby informs the Bureau and the Committee that its permanent oversight and evaluation activities involving the Court's legal aid scheme as amended by the Bureau in its Decision of 22 March 2014 and amended with the implementation of the proposals included in the Supplementary Report, allowed savings of **€406,964.16** to be achieved between 1 April and 30 June 2015. A breakdown is provided in the table below.

⁴³ The monthly allowance allocated to each team under the old system was €4,000. It was reduced to €3,000 per month per team in the Supplementary Report.

⁴⁴ For these teams the total allowance stands at €1,000 per month whereas that applied to the other teams is set at €3,000 in accordance with the Supplementary Report.

⁴⁵ Since one team was established in June 2014, the monthly allowance will only apply to it from that point. The savings achieved are calculated as follows: $([€1,000 \times 22] \times 3) + €1,000$.

⁴⁶ This amount corresponds to the Defence costs for proceedings brought under article 5 during the Pre-Trial phase and pursuant to the Decision: one counsel (€8,221), one legal assistant (€4,889) and a case manager (€3,974).

⁴⁷ The monthly Defence costs applied to the four teams in case ICC-01/09-01/13 stands at €38,168, in other words: $4 \times [€8,542 + €1,000]$. This amount will be €14,504 for the three months covered by this report. If the Decision and Supplementary Report were to be applied, the amount would be €80,336 per month for the four teams, €241,008 for the three months covered by this report in other words.

⁴⁸ ICC-RoC85-01/13-21-Corr-Red 12-06-2014.

⁴⁹ ICC-01/09-01/13.

Table showing savings achieved over the period 1 April to 30 June 2014

<i>Aspects of the legal aid scheme</i>	<i>Savings (euros)</i>
Teams appointed after 1 April 2012	56,443.20
Changes in teams	16,607.24
Individual instances of representation	15,666
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Gradual implementation of the revised remuneration scheme	14,199
Compensation for professional charges	0
Multiple mandates	50,138.08
Expenses and other costs	67,000
Legal aid in Article 70 proceedings	126,504

39. The savings achieved by implementing the various aspects of the Decision and the Supplementary Report stand at €750,473.22 for the period from 1 April 2012 to 31 December 2013. For the period from 1 April 2012 to 31 March 2014 they stood at €1,056,035.52. From 1 April 2012 to 30 June 2014, amendments generated total savings of **€1,462,999.68**. For the period 1 January to 30 June 2014 these savings stood at €12,526.46.

40. The Registry is continuing to monitor and assess the implementation of the legal aid system in light of experience and lessons learned from the proceedings before the Court, to ensure not only that funds actually contribute to effective and efficient legal representation for the recipients of the system but also that the legal aid financed by public funds is carefully managed.

41. Finally, the Registry wishes to reiterate the same considerations regarding the need to strengthen the Counsel Support Section which is dealing with an increased workload resulting from the implementation, monitoring and assessments of the amendments to the legal aid scheme with already very limited human resources.
