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TRIAL CHAMBER I

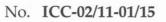
Before:

Judge Geoffrey Henderson, Single Judge

SITUATION IN THE REPUBLIC OF CÔTE D'IVOIRE IN THE CASE OF THE PROSECUTOR v. LAURENT GBAGBO and CHARLES BLÉ GOUDÉ

Public with 3 public annexes

Decision on objections concerning access to confidential material on the case record





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

The Office of the Prosecutor Ms Fatou Bensouda Mr James Stewart Mr Eric MacDonald	Counsel for Mr Laurent Gbagbo Mr Emmanuel Altit Ms Agathe Bahi Baroan Counsel for Mr Charles Blé Goudé Mr Geert-Jan Alexander Knoops Mr Claver N'dry
Legal Representatives of Victims Ms Paolina Massidda	Legal Representatives of Applicants
Unrepresented Victims	Unrepresented Applicants for Participation/Reparation
The Office of Public Counsel for Victims	The Office of Public Counsel for the Defence
States' Representatives	Amicus Curiae
REGISTRY	
Registrar Mr Herman von Hebel	Counsel Support Section
Victims and Witnesses Unit	Detention Section
Victims Participation and Reparations Section	Others

Judge Geoffrey Henderson, acting as Single Judge on behalf of Trial Chamber I ('Single Judge' and 'Chamber', respectively) of the International Criminal Court, in the case of *The Prosecutor v. Laurent Gbagbo and Charles Blé Goudé* ('*Gbagbo and Blé Goudé* case'), having regard to Articles 64(7) and 67(1) of the Rome Statute ('Statute'), Rules 121(10), 131 and 137 of the Rules of Procedure and Evidence ('Rules'), Regulation 23 *bis* of the Regulations of the Court ('Regulations') and Regulations 20, 21 and 22 of the Regulations of the Registry, issues the following 'Decision on objections concerning access to confidential material on the case record'.

I. Procedural history

- On 11 March 2015, the Chamber issued a decision ('Joinder Decision'), inter alia, granting the requests by the Office of the Prosecutor ('Prosecution') to join the cases of *The Prosecutor v. Laurent Gbagbo* ('Gbagbo case') and *The Prosecutor v. Charles Blé Goudé* ('Blé Goudé case').¹ Consequently, the Chamber made the following orders relating to the Gbagbo, Blé Goudé and Gbagbo and Blé Goudé case records:²
 - 71. Pursuant to Rule 131 of the Rules and Regulation 20 of the Regulations of the Registry, the Chamber orders the Registry to open a case record for the joint case and provide access to all parties and participants. The Chamber orders that this Decision be the first document on the joint case record. The *Gbagbo* and *Blé Goudé* case records should be closed with this Decision being the final document on both records.
 - 72. Pursuant to Rules 121(10) and 131 of the Rules and Regulations 21 and 22 of the Regulations of the Registry, the Chamber orders that all public documents and other material on both the *Blé Goudé* and *Gbagbo* case records be included on the joint case record. All confidential, *ex parte* and under seal documents and other information on either case record will, for the time being, retain their current classification and will not be included on the joint case record.
 - 73. The parties, LRV and Registry shall indicate by 7 April 2015 any objection, and the reasons therefore, to any party or participant

¹ Decision on Prosecution requests to join the cases of *The Prosecutor v. Laurent Gbagbo* and *The Prosecutor v. Charles Blé Goudé* and related matters, ICC-02/11-01/15-1 (*see also* ICC-02/11-01/11-810 and ICC-02/11-02/11-222), with public Annex A ('Joinder Decision').

² Joinder Decision, ICC-02/11-01/15-1, paras 71-73.

being granted access to any confidential document or material on either the *Blé Goudé* or *Gbagbo* case records. The Chamber will thereafter rule on these objections and on access to the parts of the joint case record for which no objection was made.

- 2. On 13 April 2015, at the request of the Defence for Mr Gbagbo ('Gbagbo Defence') and the Defence for Mr Blé Goudé ('Blé Goudé Defence'; together with the Gbagbo Defence, 'Defence'), the Chamber reaffirmed these orders and extended the relevant deadline to 28 April 2015 ('Decision on Request for Clarification').³
- 3. On 28 April 2015, the Gbagbo Defence,⁴ Blé Goudé Defence,⁵ Prosecution⁶ and Registry⁷ made submissions concerning access to confidential material ('Gbagbo Defence Submissions', 'Blé Goudé Defence Submissions', 'Prosecution Submissions' and 'Registry Submissions', respectively).
- 4. On 1 May 2015, the Legal Representative of Victims ('LRV') responded to the Blé Goudé Defence Submissions ('First LRV Response').⁸ On 15 May 2015, the LRV responded to the Gbagbo Defence Submissions ('Second LRV Response'; together with the First LRV Response, 'LRV Responses').⁹

³ Decision on requests for clarification concerning review of the case record and extension of time, ICC-02/11-01/15-30.

⁴ Soumissions portant sur le niveau de confidentialité à attribuer aux documents que comprend le dossier de l'affaire, ICC-02/11-01/15-47-Conf-Exp (Gbagbo Defence only), with 5 confidential, *ex parte* (Gbagbo Defence only) annexes. On 1 May 2015, the Gbagbo Defence filed a confidential redacted version (ICC-02/11-01/15-47-Conf-Red); a confidential, *ex parte* (Prosecution and Gbagbo Defence only) redacted version (ICC-02/11-01/15-47-Conf-Exp-Red2); and a confidential, *ex parte* (Prosecution and Defence only) redacted version (ICC-02/11-01/15-47-Conf-Exp-Red3). That same day, corrected versions of annexes 2, 3 and 4 to the Gbagbo Defence Submissions were filed with explanatory notes. These annexes and explanatory notes, as well as annex 5, were reclassified on 5 May 2015. *See* ICC-02/11-01/15-47-Conf-Exp-Anx2-Corr (Prosecution and Gbagbo Defence only); ICC-02/11-01/15-47-Conf-Exp-Anx2-Corr-Anx (Prosecution and Gbagbo Defence only); ICC-02/11-01/15-47-Conf-Exp-Anx3-Corr (Prosecution and Defence only); ICC-02/11-01/15-47-Conf-Exp-Anx3-Corr-Anx (Prosecution and Defence only); ICC-02/11-01/15-47-Conf-Anx4; ICC-02/11-01/15-47-Conf-Anx4-Corr-Anx; ICC-02/11-01/15-47-Conf-Anx5.

⁵ Defence Objections on Access to Confidential Material, ICC-02/11-01/15-45-Conf.

⁶ Prosecution's observations on access to confidential documents or material on the Blé Goudé and Gbagbo case records by the Parties and participants, ICC-01/11-01/15-46.

⁷ Registry's provision of information in relation to the provision of access to any confidential document or material on either the Blé Goudé or Gbagbo case record, ICC-02/11-01/15-48, within one confidential, *ex parte* annex (Registry only).

⁸ Response to the "Defence Objections on Access to Confidential Material" (ICC-02/11-01/15-45-Conf), ICC-02/11-01/15-52-Conf.

⁹ Response to the "Soumissions portant sur le niveau de confidentialité à attribuer aux documents que comprend le dossier de l'affaire" (ICC-02/11-01/15-47-Conf-Red), ICC-02/11-01/15-65-Conf.

II. Submissions

Prosecution Submissions

5. The Prosecution submits that (i) it has no objection to access by the Blé Goudé Defence to 'confidential' material on the *Gbagbo* case record; (ii) it has no objection to access by the Gbagbo Defence to 'confidential' material on the *Blé Goudé* case record; (iii) the LRV should have the same level of access as it currently has; (iv) all 'confidential, *ex parte'* and 'under seal' material should retain its current classification; and (v) all material previously uploaded in eCourt databases for the *Gbagbo* and *Blé Goudé* cases should be uploaded by the parties in the eCourt database created for the *Gbagbo and Blé Goudé* case.¹⁰

Gbagbo Defence Submissions

- 6. The Gbagbo Defence submits that (i) the source of information should control its classification and distribution;¹¹ (ii) the confidentiality of documents concerning medical and other private information must be maintained;¹² (iii) reclassification should not occur absent a change in circumstances;¹³ (iv) material should not be reclassified where disclosure threatens the safety of persons mentioned therein;¹⁴ (v) reclassification is not possible where the source of the information did not consent;¹⁵ and (vi) certain documents are confidential by nature.¹⁶
- For these reasons, the Gbagbo Defence submits that all documents listed in Annex
 1 to the Gbagbo Defence Submissions should maintain their current 'confidential,
 ex parte' (Gbagbo Defence or Gbagbo Defence and Registry only) classification;¹⁷

¹⁰ Prosecution Submissions, ICC-02/11-01/15-46, paras 2-6.

¹¹ Gbagbo Defence Submissions, ICC-02/11-01/15-47-Conf-Red, para. 14.

¹² Gbagbo Defence Submissions, ICC-02/11-01/15-47-Conf-Red, paras 15 and 17.

¹³ Gbagbo Defence Submissions, ICC-02/11-01/15-47-Conf-Red, para. 15.

¹⁴ Gbagbo Defence Submissions, ICC-02/11-01/15-47-Conf-Red, paras 15 and 18.

¹⁵ Gbagbo Defence Submissions, ICC-02/11-01/15-47-Conf-Red, para. 15.

¹⁶ Gbagbo Defence Submissions, ICC-02/11-01/15-47-Conf-Red, paras 19-22.

¹⁷ Gbagbo Defence Submissions, ICC-02/11-01/15-47-Conf-Red, paras 16-22; ICC-02/11-01/15-47-Conf-Exp-Anx1.

the LRV and Blé Goudé Defence should not have access to the documents listed in Annex 2 to the Gbagbo Defence Submissions;¹⁸ and the LRV should not have access to those documents identified in Annex 3 to the Gbagbo Defence Submissions.¹⁹ On the basis that changed circumstances exist, the Gbagbo Defence submits that the documents listed in Annex 4 to the Gbagbo Defence Submissions may be classified 'confidential', thereby available to the LRV.²⁰

- 8. In relation to transcripts, the Gbagbo Defence submits that they should maintain the classification agreed upon by those present at the hearing and, exceptionally, the Blé Goudé Defence should have access to the transcripts of hearings partially held in private session, attended by the Prosecution and LRV, on 20, 21, 22, 25, 26 and 27 February 2013 and 4 November 2014.²¹ Due to medical secrecy and confidentiality of matters related to conditional release, the Gbagbo Defence argues that the Prosecution should only have access to closed session transcripts of hearings which it attended and the Blé Goudé Defence and LRV should not have access to any transcripts of closed session hearings.²²
- 9. Finally, concerning 'confidential' evidentiary material in eCourt, the Gbagbo Defence recalls that the Blé Goudé Defence has already received, during the confirmation stage, most evidentiary materials disclosed by the Gbagbo Defence. The Gbagbo Defence submits that material covered by medical secrecy, of a personal nature, supplied by third parties under conditions of confidentiality or covered by witness protective measures should not be transmitted to the Blé Goudé Defence.²³ The Gbagbo Defence further submits that, for reasons of medical secrecy, privacy, witness protection and to facilitate investigations, no

¹⁸ Gbagbo Defence Submissions, ICC-02/11-01/15-47-Conf-Red, paras 23-28; ICC-02/11-01/15-47-Conf-Exp-Anx2-Corr.

¹⁹ Gbagbo Defence Submissions, ICC-02/11-01/15-47-Conf-Red, paras 29-45; ICC-02/11-01/15-47-Conf-Exp-Anx3-Corr.

²⁰ Gbagbo Defence Submissions, ICC-02/11-01/15-47-Conf-Red, para. 40 (and the submission contained in subheading 1.4); ICC-02/11-01/15-47-Conf-Anx4-Corr.

²¹ Gbagbo Defence Submissions, ICC-02/11-01/15-47-Conf-Red, paras 48-50.

²² Gbagbo Defence Submissions, ICC-02/11-01/15-47-Conf-Red, paras 50-53.

²³ Gbagbo Defence Submissions, ICC-02/11-01/15-47-Conf-Red, paras 54-56.

confidential evidentiary materials should be disclosed to the LRV, except those identified in Annex 5 to the Gbagbo Defence Submissions.²⁴

Blé Goudé Defence Submissions

10. The Blé Goudé Defence objects to access by the LRV to filing ICC-02/11-02/11-48-Conf as it does not contain any information which could impact on the interests of victims.²⁵ The Blé Goudé Defence does not have any further objections to access to material on the Gbagbo and Blé Goudé case records.²⁶ However, it requests that the Chamber restrict access to all future filings concerning, inter alia, Mr Blé Goudé's health, private life and detention conditions so that only the parties and the Chamber have access to such 'confidential' filings.²⁷

Registry Submissions

11. The Registry has no objection to any party or participant being granted access to any confidential materials on either the Gbagbo or Blé Goudé case records except those identified in Annex A to the Registry Submissions.²⁸ In Annex A, the Registry submits that the current level of access should be maintained for the identified documents because they include confidential information concerning witnesses, conditional release, Mr Gbagbo's health, communications between the Registry and Gbagbo Defence, detention conditions, the relationship between the Court and States and the Registry's internal procedures.²⁹

²⁴ Gbagbo Defence Submissions, ICC-02/11-01/15-47-Conf-Red, paras 57-59; ICC-02/11-01/15-47-Conf-Anx5.

²⁵ Blé Goudé Defence Submissions, ICC-02/11-01/15-45-Conf, para. 16.

²⁶ Blé Goudé Defence Submissions, ICC-02/11-01/15-45-Conf, para. 17.

²⁷ Blé Goudé Defence Submissions, ICC-02/11-01/15-45-Conf, paras 18-20.

²⁸ Registry Submissions, ICC-02/11-01/15-48; ICC-02/11-01/15-48-Conf-Exp-AnxA. In addition to objections to access, the Registry also indicates in Annex A that it has no objection to the transmission of document ICC-02/11-02/11-50-Conf to all participants. ICC-02/11-01/15-48-Conf-Exp-AnxA, page 12. ²⁹ ICC-02/11-01/15-48-Conf-Exp-AnxA.

LRV Responses

12. The LRV submits that Defence arguments concerning the non-transmission of 'confidential' material to the LRV, as a general matter, ignore the Chamber's decisions establishing a principle of access and should therefore not be considered further.³⁰ On the basis of the information available to her,³¹ the LRV submits that the Defence provided no reason that the LRV should not be given access according to the general principle established by the Chamber and the material at issue should therefore be provided in redacted or unredacted form so that the LRV can determine whether it impacts the interests of victims.³²

III. Analysis

13. The principle of publicity is enshrined in Articles 64(7) and 67(1) of the Statute. Pursuant to Rule 137(2) of the Rules and Regulation 23 *bis*(3) of the Regulations, documents and materials on the case record shall retain their classification only so long as it is justified. Subject to such justified restrictions, Rules 121(10) and 131(2) of the Rules entitle, *inter alia*, the parties and the LRV to consult the case record. Accordingly, the Chamber has repeatedly instructed the parties and participants to notify all filings (as well as material uploaded in Ringtail) to all parties and participants, including the LRV. Any material filed as 'confidential, *ex parte*' must be accompanied by reasons justifying that classification.³³ Such

³⁰ First LRV Response, ICC-02/11-01/15-52-Conf, paras 11-14 and 21-24 (in relation to the request concerning future filings); Second LRV Response, ICC-02/11-01/15-65-Conf, paras 17-18, 22 and 27-33. *See also* Second LRV Response, ICC-02/11-01/15-65-Conf, paras 40-44 and 50-57 (concerning repeated arguments relating to the risk of dissemination).

³¹ The LRV claims that it was sometimes impossible to determine, due to heavy redactions in the Gbagbo Defence Submissions, whether the materials affect the interests of victims or even the reasons for objections to LRV access. Second LRV Response, ICC-02/11-01/15-65-Conf, paras 19-21, 23-25 and 37-39.

³² First LRV Response, ICC-02/11-01/15-52-Conf, paras 16-20; Second LRV Response, ICC-02/11-01/15-65-Conf, paras 26-27, 41 and 45-49.

³³ Transcript of hearing dated 4 November 2014, ICC-02/11-01/11-T-25-Red-ENG CT, page 4, line 22 to page 5, line 7; Decision on the Legal Representative of Victims' access to certain confidential filings and to the case record, 19 January 2015, ICC-02/11-01/11-749, paras 15 and 20; Transcript of hearing on 13 February 2015, ICC-02/11-02/11-T-9-Red-ENG, page 6, lines 5-13. *See also* Decision on Defence's requests seeking leave to appeal the 'Decision on the Legal Representative of Victims' access to certain confidential filings and to the case record' and seeking suspensive effect of it, 11 March 2015, ICC-02/11-01/11-809, paras 18, 23 and 33; Decision on Request for Clarification, ICC-02/11-01/15-30, para. 8.

reasons, including the factual and legal basis for the chosen classification, must be sufficiently detailed and specific in order to enable the Chamber to ensure that restrictions to access are limited to a necessary and proportional extent.³⁴

- 14. In assessing objections made by the Defence and Registry concerning access to the case record, the Single Judge has reviewed the specific documents and materials identified, related documents (in particular, those identified in Regulation 23 *bis*(2) of the Regulations) and the reasons given for a classification in both the instant submissions and the original filing.
- 15. As asserted by the Defence and Registry, documents and materials concerning medical and private information, detention conditions, the Registry's internal processes, relations between the Court and States, confidential information relating to conditional release and information which cannot be shared without consent of the source may be justifiably withheld from those parties and participants in the *Gbagbo and Blé Goude* case that do not already have access.³⁵ For these reasons, the Single Judge finds that there is no readily apparent indication that the bases for the classification and current level of access to the following documents and materials no longer exists: (i) all 'confidential, *ex parte'* and 'under seal' documents and materials on the *Gbagbo* and *Blé Goudé* case records and (ii) the documents identified in Annexes A and B to this decision.
- 16. Pursuant to Regulation 23 *bis* of the Regulations, the Single Judge therefore decides that the following documents and materials shall be transferred to the *Gbagbo and Blé Goudé* case record with their current level access and the classification indicated below:

³⁴ Regulation 23 *bis* of the Regulations. *See also* ICC-02/11-01/11-T-25-Red-ENG CT, page 4, line 22 to page 5; ICC-02/11-02/11-T-9-Red-ENG WT, page 6, lines 5-13; Decision on Request for Clarification, ICC-02/11-01/15-30, para. 10.

³⁵ The Single Judge emphasises that this decision concerns material relating to past requests for conditional release and is without prejudice to the Chamber's instruction concerning future proceedings linked to requests for conditional release. *See* Transcript of hearing on 16 June 2015, ICC-02/11-01/15-T-2-CONF-EXP-ENG ET, page 8, lines 4-14.

- i) all 'confidential, *ex parte*' documents shall be transferred subject to their current classification;
- ii) all 'under seal' documents shall be transferred as 'under seal, *ex parte*' (only those parties and participants that currently have access to them);
- iii) the documents identified in Annexes A and B shall be transferred as 'confidential, *ex parte*' (only those parties and participants that currently have access to them); and
- iv) CIV-D15-0001-0935, CIV-D15-0001-0942 and CIV-D15-0001-0948 shall be uploaded in the *Gbagbo and Blé Goudé* case eCourt database as 'confidential, ex parte' (Prosecution and Gbagbo Defence only).³⁶
- 17. In relation to filing ICC-02/11-01/11-328, the Gbagbo Defence objects to access by the LRV and Blé Goudé Defence. However, pursuant to Pre-Trial Chamber I's instruction, this document was reclassified as 'public' on 21 December 2012 and has already been transferred to the *Gbagbo and Blé Goudé* case record.³⁷ The Single Judge therefore finds that the Gbagbo Defence objections to this filing are moot.
- 18. The Single Judge further notes that the Gbagbo Defence and Registry object to access by the LRV and Blé Goudé Defence to various filings relating to the parties' witnesses and documentary evidence.³⁸ The Gbagbo Defence also makes contradictory submissions in relation to some documents, indicating that they should be classified as both 'confidential, *ex parte*' and 'confidential'.³⁹ Noting, in particular, the stage of proceedings and the potential relevance of information concerning the evidentiary record to trial preparation, the Single Judge considers that much of the information contained in these and related documents should

³⁶ The Single Judge of Pre-Trial Chamber I previously considered that these three documents contained information of a 'sensitive and personal nature' and should therefore not be disclosed to the Blé Goudé Defence without reasons being provided as to why the disclosure is necessary despite the nature of the information contained therein. Pre-Trial Chamber I, Decision on the "Prosecution's request to disclose material in a related proceeding pursuant to Regulation 42(2)", 19 June 2014, ICC-02/11-01/11-659, para. 7 and footnote 18. ³⁷ ICC-02/11-01/15-3-Anx1, page 37.

³⁸ ICC-02/11-01/15-47-Conf-Exp-Anx2-Corr; ICC-02/11-01/15-47-Conf-Exp-Anx3-Corr.

³⁹ See ICC-02/11-01/15-47-Conf-Exp-Anx2-Corr, pages 8-11; ICC-02/11-01/15-47-Conf-Anx4-Corr, pages 6-10.

be accessible to all parties and participants. However, in light of the general and/or contradictory submissions made and the need to ensure that access to justifiably classified material is limited to a necessary and proportional extent, the Single Judge considers it appropriate to give the filing party or participant a further opportunity to object to access. Accordingly, the Single Judge instructs the filing party or participant of the documents identified in Annex C to, within ten days of the notification of this decision, either (i) indicate whether those documents may be transferred to the *Gbagbo and Blé Goudé* case record as 'confidential' or (ii) provide specific and detailed reasons for 'confidential, *ex parte*' classification and simultaneously file 'public redacted' and/or 'confidential redacted' versions notified to all parties and participants.

- 19. Having reviewed the remainder of the 'confidential' case record, the Single Judge considers that withholding access from any party or participant to any other document or material classified as 'confidential' on the *Gbagbo* and *Blé Goudé* case records is not justified. At the same time, there is no readily apparent indication that the bases for the 'confidential' classification of such documents and materials no longer exists. Therefore, these documents and materials (all 'confidential' documents and materials not identified in paragraph 16 above and Annexes A, B and C to this decision) shall be transferred to the *Gbagbo and Blé Goudé* case record as 'confidential', accessible to all parties and participants. This includes all materials uploaded in the eCourt databases of the *Gbagbo and Blé Goudé* cases, except that identified in paragraph 16 above, which shall be (i) uploaded in the *Gbagbo and Blé Goudé* case eCourt database (Ringtail) and (ii) released to all parties and the LRV, unless 'confidential, *ex parte*' classification is demonstrably justified.
- 20. Finally, considering the stage of proceedings and the general, sometimes dated, reasons given for restricted classification of various documents and materials, the Single Judge once again emphasises that the parties and participants have an

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ongoing obligation, pursuant to Regulation 23 *bis*(3) of the Regulations, to request reclassification of their filings when the basis for a given classification no longer exists.

FOR THE FOREGOING REASONS, THE SINGLE JUDGE HEREBY

DIRECTS the Registry to transfer all 'confidential, *ex parte*' documents on the *Gbagbo* and *Blé Goudé* case records to the *Gbagbo and Blé Goudé* case record subject to the same classification and level of access;

DIRECTS the Registry to transfer all 'under seal' documents on the *Gbagbo* and *Blé Goudé* case records to the *Gbagbo* and *Blé Goudé* case record as 'under seal, ex parte' (only those parties and participants that currently have access);

DIRECTS the Registry to transfer the documents listed in Annexes A and B to the *Gbagbo and Blé Goudé* case record as 'confidential, *ex parte*' (only those parties and participants that currently have access);

DIRECTS the filing party or participant of the documents identified in Annex C to, within ten days of the notification of this decision, make further submissions in accordance with the instructions given in paragraph 18 above;

DIRECTS the Registry to transfer all other 'confidential' documents on the *Gbagbo* and *Blé Goudé* case records (other than those identified in Annexes A, B and C) to the *Gbagbo and Blé Goudé* case record as 'confidential';

DIRECTS the parties and participants to upload all materials in the eCourt databases of the *Gbagbo* and *Blé Goudé* cases to the *Gbagbo and Blé Goudé* case eCourt database (Ringtail) in accordance with the instructions given in paragraphs 16 and 19 above;

INSTRUCTS the Gbagbo Defence to file a 'public redacted' version of the Gbagbo Defence Submissions within five days of notification of this decision;

INSTRUCTS the Blé Goudé Defence to file a 'public redacted' version of the Blé Goudé Defence Submissions within five days of notification of this decision;

INSTRUCTS the LRV to file 'public redacted' versions of the LRV Responses within ten days of notification of this decision; and

REJECTS all other requests.

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

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Judge Geoffrey Henderson, Single Judge

Dated 24 June 2015 At The Hague, The Netherlands