

**OPINION**

**Date of adoption: 24 June 2015**

**Cases Nos 104/09 and 159/09**

**Radoje ĐURIČIĆ and Milijana SAVIĆ**

**against**

**UNMIK**

The Human Rights Advisory Panel, sitting on 24 June 2015,

with the following members present:

Marek Nowicki, Presiding Member

Christine Chinkin

Françoise Tulkens

Assisted by

Andrey Antonov, Executive Officer

Having considered the aforementioned complaint, introduced pursuant to Section 1.2 of UNMIK Regulation No. 2006/12 of 23 March 2006 on the establishment of the Human Rights Advisory Panel,

Having deliberated, makes the following findings and recommendations:

1. PROCEEDINGS BEFORE THE PANEL
2. The complaint of Mr Radoje Đuričić (case no. 104/09) was introduced on 14 April 2009 and registered on 30 April 2009. The complaint of Mrs Milijana Savić (case no. 159/09) was introduced on 7 April 2009 and registered on 30 April 2009.
3. On 9 December 2009 and on 23 December 2009, the Panel requested Mr Radoje Đuričić and Mrs Milijana Savić respectively to provide additional information. No response was received.
4. On 12 May 2010, the Panel repeated its request for additional information to Mrs Milijana Savić. No response was received.
5. On 9 August 2010, the Panel decided to join the two cases pursuant to Rule 20 of the Panel’s Rules of Procedure.
6. On 6 October 2010, the Panel reiterated its request for additional information to both complainants. However, no response was received.
7. On 2 December 2011, the Panel communicated the complaints to the Special Representative of the Secretary-General (SRSG) [[1]](#footnote-1) for UNMIK’s comments on their admissibility.
8. On 7 December 2011, the Panel reiterated again its request for additional information to both complainants. No response was received.
9. On 12 January 2012, the SRSG provided UNMIK’s response.
10. On 26 September 2012, the Panel declared the complaints admissible.
11. Following the Panel’s inquiries, on 4 October 2012, UNMIK requested the Archives and Records Management Section of the United Nations’ (UN) Headquarters in New York to locate and return to UNMIK a number of investigative files related to the complaints before the HRAP.
12. On 15 October 2012, the Panel forwarded its decision to the SRSG requesting UNMIK’s comments on the merits of the complaints, as well as copies of the investigative files relevant to the cases.
13. On 14 December 2012, UNMIK received the requested investigative files from the UN Headquarters in New York. On 17 December 2012, UNMIK presented those documents, including the file related to this complaint, to the Panel.
14. On 16 January 2015, the SRSG provided UNMIK’s comments on the merits of the complaints, together with copies of the investigative files.
15. On 29 April 2015, the Panel requested UNMIK to confirm if the disclosure of files concerning the cases could be considered final. On 6 May 2015, UNMIK provided its response.
16. THE FACTS
17. **General background[[2]](#footnote-2)**
18. The events at issue took place in the territory of Kosovo shortly after the establishment in June 1999 of the United Nations Interim Administration Mission in Kosovo (UNMIK).
19. The armed conflict during 1998 and 1999 between the Serbian forces on one side and the Kosovo Liberation Army (KLA) and other Kosovo Albanian armed groups on the other is well documented. Following the failure of international efforts to resolve the conflict, on 23 March 1999, the Secretary General of the North Atlantic Treaty Organisation (NATO) announced the commencement of air strikes against the Federal Republic of Yugoslavia (FRY). The air strikes began on 24 March 1999 and ended on 8 June 1999 when the FRY agreed to withdraw its forces from Kosovo. On 9 June 1999, the International Security Force (KFOR), the FRY and the Republic of Serbia signed a “Military Technical Agreement” by which they agreed on FRY withdrawal from Kosovo and the presence of an international security force following an appropriate UN Security Council Resolution.
20. On 10 June 1999, the UN Security Council adopted Resolution 1244 (1999). Acting under Chapter VII of the UN Charter, the UN Security Council decided upon the deployment of international security and civil presences - KFOR and UNMIK respectively - in the territory of Kosovo. Pursuant to Security Council Resolution No. 1244 (1999), the UN was vested with full legislative and executive powers for the interim administration of Kosovo, including the administration of justice. KFOR was tasked with establishing “a secure environment in which refugees and displaced persons can return home in safety” and temporarily ensuring “public safety and order” until the international civil presence could take over responsibility for this task. UNMIK comprised four main components or pillars led by the United Nations (civil administration), United Nations High Commissioner for Refugees (humanitarian assistance, which was phased out in June 2000), the OSCE (institution building) and the EU (reconstruction and economic development). Each pillar was placed under the authority of the SRSG. UN Security Council Resolution 1244 (1999) mandated UNMIK to “promote and protect human rights” in Kosovo in accordance with internationally recognised human rights standards.
21. Estimates regarding the effect of the conflict on the displacement of the Kosovo Albanian population range from approximately 800,000 to 1.45 million. Following the adoption of Resolution 1244 (1999), the majority of Kosovo Albanians who had fled, or had been forcibly expelled from their houses by the Serbian forces during the conflict, returned to Kosovo.
22. Meanwhile, members of the non-Albanian community – mainly but not exclusively Serbians, Roma and Slavic Muslims – as well as Kosovo Albanians suspected of collaboration with the Serbian authorities, became the target of widespread attacks by Kosovo Albanian armed groups. Current estimates relating to the number of Kosovo Serbians displaced fall within the region of 200,000 to 210,000. Whereas most Kosovo Serbians and other non-Albanians fled to Serbia proper and the neighbouring countries, those remaining behind became victims of systematic killings, abductions, arbitrary detentions, sexual and gender based violence, beatings and harassment.
23. Although figures remain disputed, it is estimated that more than 15,000 deaths or disappearances occurred during and in the immediate aftermath of the Kosovo conflict (1998-2000). More than 3,000 ethnic Albanians, and about 800 Serbians, Roma and members of other minority communities went missing during this period. More than half of the missing persons had been located and their mortal remains identified by the end of 2010, while 1,653 are listed as still missing by the International Committee of the Red Cross (ICRC) as of May 2015.
24. As of July 1999, as part of the efforts to restore law enforcement in Kosovo within the framework of the rule of law, the SRSG urged UN member States to support the deployment within the civilian component of UNMIK of 4,718 international police personnel. UNMIK Police were tasked with advising KFOR on policing matters until they themselves had sufficient numbers to take full responsibility for law enforcement and to work towards the development of a Kosovo police service. By September 1999, approximately 1,100 international police officers had been deployed to UNMIK.
25. By December 2000, the deployment of UNMIK Police was almost complete with 4,400 personnel from 53 different countries, and UNMIK had assumed primacy in law enforcement responsibility in all regions of Kosovo except for Mitrovicë/Mitrovica. According to the 2000 Annual Report of UNMIK Police, 351 kidnappings, 675 murders and 115 rapes had been reported to them in the period between June 1999 and December 2000.
26. Due to the collapse of the administration of justice in Kosovo, UNMIK established in June 1999 an Emergency Justice System. This was composed of a limited number of local judges and prosecutors and was operational until a regular justice system became operative in January 2000. In February 2000, UNMIK authorised the appointment of international judges and prosecutors, initially in the Mitrovicë/Mitrovica region and later across Kosovo, to strengthen the local justice system and to guarantee its impartiality. As of October 2002, the local justice system comprised 341 local and 24 international judges and prosecutors. In January 2003, the UN Secretary-General reporting to the Security Council on the implementation of Resolution 1244 (1999) defined the police and justice system in Kosovo at that moment as being “well-functioning” and “sustainable”.
27. In July 1999, the UN Secretary-General reported to the Security Council that UNMIK already considered the issue of missing persons as a particularly acute human rights concern in Kosovo. In November 1999, a Missing Persons Unit (MPU) was established within UNMIK Police, mandated to investigate with respect to either the possible location of missing persons and/or gravesites. The MPU, jointly with the Central Criminal Investigation Unit (CCIU) of UNMIK Police, and later a dedicated War Crimes Investigation Unit (WCIU), were responsible for the criminal aspects of missing persons cases in Kosovo. In May 2000, a Victim Recovery and Identification Commission (VRIC) chaired by UNMIK was created for the recovery, identification and disposition of mortal remains. On 5 November 2001, UNMIK signed the UNMIK-FRY Common Document reiterating, among other things, its commitment to solving the fate of missing persons from all communities, and recognizing that the exhumation and identification programme is only a part of the activities related to missing persons. As of June 2002, the newly established Office on Missing Persons and Forensics (OMPF) in the UNMIK Department of Justice (DOJ) became the sole authority mandated to determine the whereabouts of missing persons, identify their mortal remains and return them to the family of the missing. Starting from 2001, based on a Memorandum of Understanding (MoU) between UNMIK and the Sarajevo-based International Commission of Missing Persons (ICMP), supplemented by a further agreement in 2003, the identification of mortal remains was carried out by the ICMP through DNA testing.
28. On 9 December 2008, UNMIK’s responsibility with regard to police and justice in Kosovo ended with the European Union Rule of Law Mission in Kosovo (EULEX) assuming full operational control in the area of the rule of law, following the Statement made by the President of the United Nations Security Council on 26 November 2008 (S/PRST/2008/44), welcoming the continued engagement of the European Union in Kosovo.
29. On the same date, UNMIK and EULEX signed a MoU on the modalities, and the respective rights and obligations arising from the transfer from UNMIK to EULEX of cases and the related files which involved on-going investigations, prosecutions and other activities undertaken by UNMIK International Prosecutors. Shortly thereafter, similar agreements were signed with regard to the files handled by international judges and UNMIK Police. All agreements obliged EULEX to provide to UNMIK access to the documents related to the actions previously undertaken by UNMIK authorities. Between 9 December 2008 and 30 March 2009, all criminal case files held by the UNMIK DOJ and UNMIK Police were supposed to be handed over to EULEX.
30. **Circumstances surrounding the abduction and disappearance of Mr Milivoje Đuričić and Mr Jovan Savić**
31. The first complainant is the son of Mr Milivoje Đuričić. The second complainant is the wife of Mr Jovan Savić.
32. The first complainant states that, on 19 June 1999, Mr Milivoje Đuričić was abducted by members of the KLA after he was heading from the centre of Pejë/Peć towards Mr Jovan Savić’s house, which had been reportedly looted. The second complainant states that her husband was abducted by the KLA on 18 August 1999 on the road from Pejë/Peć to Vitomiricë/Vitomirica. She submits an ICRC certificate stating that, on 18 August 1999, the ICRC had issued a tracing request for Mr Jovan Savić, who had gone missing since 18 June 1999. Since that time their whereabouts have remained unknown.
33. The first complainant states that Mr Milivoje Đuričić’s abduction was reported to the District Public Prosecutor’s Office (DPPO) in Pejë/Peć in 2002. The second complainant states that she reported Mr Jovan Savić’s abduction to the ICRC, the Yugoslav Red Cross, KFOR, UNMIK and the International Prosecutor’s Office in Prishtinë/Priština.
34. The ICRC tracing requests for Mr Milivoje Đuričić and Mr Jovan Savić remain open[[3]](#footnote-3). Likewise, their names appear in two lists of missing persons, communicated by the ICRC to UNMIK Police on 12 October 2001 and 11 February 2002 respectively, as well as in the database compiled by the UNMIK OMPF[[4]](#footnote-4). The entries in relation to Mr Milivoje Đuričić and Mr Jovan Savić in the online database maintained by the ICMP[[5]](#footnote-5) read in relevant fields: “Sufficient Reference Samples Collected” and “DNA match not found”.
35. *Disclosure of relevant files*
36. In the present case, the Panel received from UNMIK copies of documents which were previously held by the former UNMIK OMPF and by the UNMIK Police WCIU. The documents in the Panel’s possession include documents obtained from the archives of the UN Headquarters, presented to the Panel on 14 December 2012. The Panel notes that UNMIK has confirmed that all documents available to it have been provided (see § 14 above).
37. Concerning disclosure of the information contained in the files, the Panel recalls that UNMIK has made available investigative files for the Panel’s review under a pledge of confidentiality. In this regard, the Panel must clarify that, although its assessment of the present case stems from a thorough examination of the available documentation, only limited information contained therein is disclosed. Hence a synopsis of relevant investigative steps taken by investigative authorities is provided in the paragraphs to follow.

*The OMPF file*

1. The first document in the OMPF file is an undated ICRC Victim Identification Form for Mr Jovan Savić, affixed with MPU case file no. 2003-000105. Apart from containing Mr Jovan Savić’s ante-mortem information, the Form provides the home addresses and telephone numbers outside of Kosovo of Mr Jovan Savić’s brother and Mr Jovan Savić’s wife, the second complainant. On the circumstances surrounding his disappearance, the Form states “no sufficient information on circumstances of disappearance available in the file, except that no other persons went missing with MP”.
2. The next documents in the file are an MPU Case Continuation Report on case no. 2003-000105 and an “Anti Mortem Investigation Report” of the WCIU. The Case Continuation report has only one entry, dated 22 April 2003, which indicates that the ante-mortem information was recorded into the MPU database on that date. The “Anti-Mortem Investigation Report” is dated 8 December 2004 and cross-references to MPU case no. 2003-000105. It states that Mr Jovan Savić went missing on 19 June 1999 and “no other person went missing” with him. It also states that his sister, B.I., residing outside of Kosovo, had been contacted by the investigators by telephone. In the field “Statement of witness”, the report states “UCK members kidnapped Savic Jovan on 19/06/1999 in centre of Pec, from the flat where he was living. Witnesses are neighbours who want to stay unknown and sister don’t want to give their names. After that future of MP is unknown”. In its conclusion, the report reads “After investigations, it’s impossible at this time to find an impartial witness around the place event. No information leading to a possible MP’s location. This case should remain open pending within the WCU”.
3. The file also contains an undated ICRC Victim Identification Form for Mr Milivoje Đuričić, which is affixed with MPU case file no. 2001-000246. The Form provides ante-mortem information for Milivoje Đuričić and the home addresses and telephone numbers outside of Kosovo, of his sister, Mrs M.D., and his wife, Mrs K.D. With respect to the circumstances of Mr Milivoje Đuričić’s disappearance, the Form states that he went missing with two persons: Mr Jovan Savić and Mr R.P.
4. Also in the OMPF file is an “Anti Mortem Investigation Report” for Mr Milivoje Đuričić, which is cross-referenced with MPU case file no. 2001-000246 and dated 3 December 2004. The Report states that Mr Milivoje Đuričić, a lawyer and “member of the Crisis Centre during the NATO war”, was “arrested” by KLA members on 19 June 1999 together with “[R.P.] and SAVIC JOVICA”. The report refers to a statement given by an anonymous witness to the Humanitarian Law Centre (HLC) according to the publication *“Abductions and Disappearances of non-Albanians in Kosovo”*. The publication reportedly stated that, on 19 June 1999, at 12:30 hours, Mr R.P. had been seen by the latter’s son while with “Jovica Savić” and Mr Milivoje Đuričić. The three men were heading towards Mr Milivoje Đuričić’s house which had been broken into and was located near the “Beopetrol” gas station in Pejë/Peć, nearby a KLA checkpoint. According to the witness statement, a priest from the Patriarchy of Pejë/Peć, M.K., who had been apprehended on 19 June 1999 at the above-mentioned checkpoint and later released, saw Mr R.P. and Mr Milivoje Đuričić near the gas station, where they were held for questioning and showed signs of “severe interrogation”. In the field “Further Investigation”, the report reads: “only article from HLC”. Under “Witness interviewed”, the report states “Witness live in Beograd, Serbia, it is impossible to contact with witness by phone, all data’s found in page of Humanitarian Law Centre, and witness is mentioned only with initials”. In its conclusion the report reads “After investigations, it’s impossible at this time to find an impartial witness around the place event. No information leading to a possible MP’s location. This case should remain open pending within the WCU”.

*The WCIU file (case no. 2005-00046)*

1. The first document in the WCIU file is an undated document of the UNMIK Police Central Criminal Investigation Unit titled “List of Kidnapped Serbs in Kosovo & Metohija from 13th June until 23th November 1999” which lists Mr Milivoje Đuričić, Mr Savić “Jovica” and Mr R.P. among those that went missing in the area of Pejë/Peć. Concerning Mr Milivoje Đuričić, this document provides the same account contained in the WCIU “Anti Mortem Investigation Report” mentioned in § 36 above. In addition, it refers to an identified house to indicate where the three men had been taken for interrogation and heavily beaten.
2. The file also contains a copy of the HLC publication mentioned in § 36 above. On Mr Milivoje Đuričić, this document provides the full account referred to in the UNMIK Police “Anti Mortem Investigation Report” mentioned in § 36 above. The publication relates the account of Mr Milivoje Đuričić’s wife that, in June 1999, she left Kosovo with her family while her husband remained behind, in Pejë/Peć, with one of their sons. On 19 June 1999, Mr Milivoje Đuričić, who was helping to finalise a contract between a named hotel in Pejë/Peć and KFOR, received a phone call to warn him that his house had been broken into. He then headed towards the house, on board of his Yugo car, along with his friends Mr R. P. and Mr Jovica Savić. The publication also states that Mrs Đuričić learnt that, after her husband’s abduction, their family house had been occupied by two named brothers, long-standing clients of Mr Milivoje Đuričić. She had asked them for information on her husband but they had refused to speak to her. A witness, the same priest from the Pejë/Peć Patriarchate mentioned in § 36 above, had stated to the HLC that he had been detained by the KLA on the same day as Mr Milivoje Đuričić and his two friends in a house “near the gasoline station” in Pejë/Peć. The priest had been released on the same day on the order of E.C., the local KLA commander and the mayor of Pejë/Peć.
3. Also in the file are several memoranda with information on persons that went missing in the Kosovo conflict as transmitted from the ICRC to the UNMIK MPU. Among them, there is a memorandum dated 22 December 2001, in which the ICRC forwarded to the UNMIK MPU a list of 75 missing persons, including Mr Jovan Savić, for whom ante-mortem data had been collected. Attached to another memorandum, dated 29 January 2002, is an updated list of missing persons, which includes also the names of Mr Jovan Savić and Mr Milivoje Đuričić.
4. The file further contains documents concerning an investigation, started in November 2002, into the possible existence of a mass grave at the Orthodox cemetery in Bellopole/Belo Polje village, Pejë/Peć Municipality, where six bodies had been reportedly buried, including those of Mr Milivoje Đuričić, Mr Jovan Savić and Mr R.P. Among them, an MPU Gravesite Assessment Report dated 5 November 2002 states that two priests, M.K. and D.P., and an additional, anonymous, witness had shown the investigators the possible burial location. It states also that database checks had been run for the names mentioned above and that no record could be found in the MPU database for Mr Jovan Savić. The documents also include a request, dated 4 February 2003, from the UNMIK Liaison Office in Belgrade to the MPU in Prishtinë/Priština to investigate the suspected gravesite, with attached its grid references and pictures. According to a Case Analysis and Review Report of the WCIU (dated 18 March 2008), an exhumation was conducted on 17 April 2003, with negative results.
5. Included in the file are the English translations of the criminal report filed with the DPPO in Pejë/Peć by Mrs Z.R. (wife of Mr R.P.), and Mrs B.I. (sister of Mr Jovan Savić), with respect to the abduction and disappearance of their family members. Both criminal reports contain a translator’s note indicating that they were translated in August and September 2005 respectively. The file also contains an undated translation of a criminal report against unidentified KLA perpetrators, filed by the Mr Milivoje Đuričić’s wife with the DPPO in Pejë/Peć. The above-mentioned reports, which are affixed with case file no. 2005/00046, describe the circumstances surrounding the abduction and disappearance of Mr Milivoje Đuričić, Mr Jovan Savić and Mr R.P., and state the name and surname of the eye-witness, the priest M.K. They also state that the incident was immediately reported to the KFOR HQ in Pejë/Peć and the ICRC, which should have records of the case. The abovementioned reports further state that the victims’ families were “totally unable to obtain a single detail if any action was undertaken towards locating the kidnapped persons and about the perpetrators of this terrorist act and about units and commanders in charge for upholding law and order in Peja Municipality”.
6. The file also contains an exchange of letters, between the Serbian Ministry of Internal Affairs (MUP) and the UNMIK WCIU concerning investigations into E.C., allegedly responsible for the disappearance or killing of a group of Serbs in Pejë/Peć, including Mr Milivoje Đuričić. In one of these letters, dated 20 January 2006, the UNMIK WCIU informed the Serbian MUP that they had decided to “initiate further investigations” into the case based on the documentation received by them and requested them to provide any information on Mr Jovan Savić and Mr R.P., who had reportedly been detained by the same suspect around the same time as the other victims. In response a letter from the MUP contains, among other things, the contact details of an eye-witness in the case, the priest M.K. (the same person mentioned in §§ 34 and 36 above; his full name is here provided).
7. The file further contains a Case Analysis Report, dated 3 October 2007, on case no. 2005/00046 concerning Mr Milivoje Đuričić, Mr Jovan Savić and Mr R.P. In the fields “Total Number of Victims” and “Number of victim statements”, the Report reads “3” and “0” respectively. In the field “Number of known witnesses”, the Report reads “1 + 3 reporting parties”, whereas in the field “Number of witness statements” the Report reads “0”. The report also states that no potential suspect had been identified. Under the field “Investigator recommendation/opinion” the report states: “The file contains only the translation of the statement by the two wives of the victims. No detailed information on the event. The victims’ wives should be interviewed before closing the case – as they asked”.

*The WCIU case file on a related case (no. 2005-00025)*

1. This part of the file presented to the Panel concerns investigations conducted by the UNMIK WCIU into the alleged kidnapping by the KLA and subsequent killing and/or disappearance of two Kosovo Serbs, Mr M.G. and Mr B.G., in Pejë/Peć, in June 1999. It transpires from the investigative documents that the investigation into the case, recorded under case file no. 2005-00025, had been left pending upon its registration and later re-opened, in early 2007. In e-mails included in the file, dated March and April 2007, the WCIU lead investigator for the case requests her supervisors to discuss the investigative steps to be carried out and to inform her about the international prosecutor responsible for the case.
2. Included in the file is an Officer’s Report of the WCIU lead investigator, dated 18 August 2007, which summarises the investigations conducted thus far on the case. The Report states that the investigations concerned events that occurred in June 1999, towards the end of the conflict involving the abduction, torture and murder of Kosovo-Serbs by KLA members in the municipality of Pejë/Peć. The investigation had been initiated with respect to one “original” case (case no. 2005-00025), concerning the abduction and subsequent killing and disappearance respectively of Mr M.G. and Mr B.G. and had been later extended to other related cases, including the case of Mr Milivoje Đuričić, Mr Jovan Savić and Mr R.P. (case no. 2005/00046).
3. The Report further states that Mr M.G. and Mr B.G. had been kidnapped on 18 June 1999 and detained at the “old hospital”, a building located across from the “Beopetrol” gasoline station in Pejë/Peć, known as a KLA check-point. There were at least four eye-witnesses to the abduction: Mr M.G.’s wife; N.D., who stated he knew one of the kidnappers very well; I.D., who had first witnessed the abduction of Mr M.G. and had been later, on 24 June 1999, also kidnapped, detained and tortured for several days at the “old hospital” before being released; M.K., a priest who was also detained and mistreated for several days in the same KLA prison and later released. M.K. (the same witness mentioned in §§ 36-38 and 42 above) had seen Mr Milivoje Đuričić, Mr Jovan Savić and Mr R.P. at the “old hospital” showing signs of violence on their bodies. He had provided the names of two suspects: A.G. and E.C., the latter being the KLA commander in the Pejë/Peja area.
4. The Report also states that the lead investigator had conducted an “ocular inspection” and taken pictures of the “Beopetrol” gasoline station in Pejë/Peja, used as a KLA checkpoint as well as of the opposite building supposed to be the “old hospital”; however, without a court order, she had not been able to gain access to the basement of the “old hospital”, where reportedly the torturing and mistreating of prisoners were taking place. The investigator was planning to show the photographs to one of the witnesses, I.D.; if the latter recognised the location, she would consider applying for a court order to gain access to the site and look for evidence. The conclusion of the Report contains the recommendation to interview the eye-witnesses I.D., N.D. and Mr M.G.’s wife and conduct a photo lineup with each of them. Attached to the report are several photographs of the gasoline station in Pejë/Peć and two undated documents entitled “Suspect List” and “Witness List” respectively. The first document indicates the name, surname and place of residence of two suspects: A.G. and E.C. The second document contains the names, addresses and contact details of three of the witnesses mentioned above: Mr M.G.’s wife, N.D. and M.K.
5. The last part of case file no. 2005-00025 consists of more than thirty e-mails, covering a period from mid-2007 to August 2008, which were sent and received by the WCIU lead investigator to other investigators and to the international prosecutor in an attempt to organise the questioning of witnesses outside of Kosovo. Among these e-mails, there is one dated 21 April 2008, addressed to the international prosecutor in charge of the case, which states that a new request to question a witness abroad (identity of the witness not specified) should be sent to the competent investigating judge, since the previous one had expired. In another e-mail, dated 24 July 2008, the lead investigator requested a meeting with a newly appointed international prosecutor in order to discuss the case. In the last e-mail, dated 8 August 2008, the lead investigator states that she had been redeployed to work in another unit of the UNMIK Police and was therefore handing over the case to a different investigator.

*WCIU files on (un)related cases (case no. 2002-00014)*

1. The WCIU file presented to the Panel contains also investigative documents (press articles, e-mail correspondence, weekly reports, and witnesses’ statements) concerning investigations conducted by the UNMIK Police in 2000 and 2001 into the alleged existence of more than 100 KLA illegal detention centres in Kosovo and Northern Albania.
2. The only documents in this part of the file referring to the case of Mr Milivoje Đuričić and Mr Jovan Savić are two documents concerning investigations conducted by the UNMIK Police in 2001, based on information provided by the Serbian media and authorities. The first document, dated 18 April 2001, lists Mr Milivoje Đuričić as one of the prisoners allegedly held, and later killed, in the former KLA headquarters building in Buçan/Bučane village, Pejë/Peć Municipality. The second document, dated July 2001, states that most alleged detention centres had been visited and assessed by the investigators, who could not find, however, any evidence that such places were used as prisons by the KLA. With respect to Mr Milivoje Đuričić and the above-mentioned KLA building in Buçan/Bučane, the document only states that, according to the information gathered, the KLA commander for that area was R.H. and gives no further details about the fate of Mr Milivoje Đuričić.
3. The remaining part of the file concerns an extensive investigation into several KLA members alleged to have illegally detained, tortured and killed Kosovo-Serb and Kosovo-Albanian prisoners at the KLA detention centres in other regions of Kosovo. There is no apparent direct connection between these investigations and the case of Mr Milivoje Đuričić and Mr Jovan Savić.

*Files received from NY Archives*

1. No additional investigative documents are contained in the files received by the UN Archives in New York concerning the case of Mr Milivoje Đuričić and Mr Jovan Savić.
2. THE COMPLAINT
3. The complainants complain about UNMIK’s alleged failure to properly investigate the abduction and disappearance of Mr Milivoje Đuričić and Mr Jovan Savić. In this regard the Panel deems that the complainants invoke a violation of the procedural limb of Article 2 of the European Convention on Human Rights (ECHR).
4. They also complain about the mental pain and suffering allegedly caused to them and their family by this situation. In this regard the Panel deems that the complainants rely on Article 3 of the ECHR.
5. THE LAW

## Alleged violation of the procedural obligation under Article 2 of the ECHR

### The scope of the Panel’s review

1. Before turning to the examination of the merits of the complaint, the Panel needs to clarify the scope of its review.
2. In determining whether it considers that there has been a violation of Article 2 (procedural limb) of the ECHR, the Panel is mindful of the existing case-law, notably that of the European Court of Human Rights. However, the Panel is also aware that the complaints before it differ in some significant ways from those brought before that Court. First, the respondent is not a State but an interim international territorial administration mandated to exercise temporary responsibilities in Kosovo. No suspicion attaches to UNMIK with respect to the substantive obligations under Article 2 of the ECHR. Second, as in a limited number of cases before the European Court, those suspected of being responsible for the alleged killings and/or abductions are in all cases before the Panel non-state actors, mostly but not exclusively connected to the conflict. These are factors for the Panel to take into consideration as it assesses the procedural positive obligations of an intergovernmental organisation with respect to acts committed by third parties in a territory over which it has temporary legislative, executive and judicial control.

1. The Panel notes that with the adoption of the UNMIK Regulation No. 1999/1 on 25 July 1999 UNMIK undertook an obligation to observe internationally recognised human rights standards in exercising its functions. This undertaking was detailed in UNMIK Regulation No. 1999/24 of 12 December 1999, by which UNMIK assumed obligations under the following human rights instruments: the Universal Declaration of Human Rights, the European Convention on Human Rights and Protocols thereto, the International Covenant on Civil and Political Rights (ICCPR), the International Covenant on Economic, Social and Cultural Rights, the International Convention on the Elimination of All Forms of Racial Discrimination, the Convention on the Elimination of All Forms of Discrimination Against Women, [the Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment](http://untreaty.un.org/English/TreatyEvent2001/pdf/07e.pdf), the Convention on the Rights of the Child.
2. The Panel also notes that Section 1.2 of UNMIK Regulation No. 2006/12 of 23 March 2006 on the Establishment of the Human Rights Advisory Panel provides that the Panel “shall examine complaints from any person or group of individuals claiming to be the victim of a violation by UNMIK of (their) human rights”. It follows that only acts or omissions attributable to UNMIK fall within the jurisdiction *ratione personae* of the Panel. In this respect, it should be noted, as stated above, that as of 9 December 2008, UNMIK no longer exercises executive authority over the Kosovo judiciary and law enforcement machinery. Therefore UNMIK bears no responsibility for any violation of human rights allegedly committed by those bodies. Insofar as the complainant complains about acts that occurred after that date, they fall outside the jurisdiction *ratione personae* of the Panel.
3. Likewise, the Panel emphasises that, as far as its jurisdiction *ratione materiae* is concerned, as follows from Section 1.2 of UNMIK Regulation No. 2006/12, it can only examine complaints relating to an alleged violation of human rights. This means that it can only review acts or omissions complained of for their compatibility with the international human rights instruments referred to above (see § 57). In the particular case of killings and disappearances in life-threatening circumstances, it is not the Panel’s role to replace the competent authorities in the investigation of the case. Its task is limited to examining the effectiveness of the criminal investigation into such killings and disappearances, in the light of the procedural obligations flowing from Article 2 of the ECHR.
4. The Panel further notes that Section 2 of UNMIK Regulation No. 2006/12 provides that the Panel shall have jurisdiction over complaints relating to alleged violations of human rights “that had occurred not earlier than 23 April 2005 or arising from facts which occurred prior to this date where these facts give rise to a continuing violation of human rights”. It follows that events that took place before 23 April 2005 generally fall outside the jurisdiction *ratione temporis* of the Panel. However, to the extent that such events gave rise to a continuing situation, the Panel has jurisdiction to examine complaints relating to that situation (see European Court of Human Rights (ECtHR), Grand Chamber [GC], *Varnava and Others v. Turkey*, nos. 16064/90 and others, judgment of 18 September 2009, §§ 147-149; ECtHR, *Cyprus v. Turkey* [GC] no. 25781/94, judgment of 10 May 2001, § 136, ECHR 2001-IV).

### The Parties’ submissions

1. The complainants in substance allege violations concerning the lack of an adequate criminal investigation into the abduction and disappearance of their family members. The complainants also state that they were not informed as to whether an investigation was conducted at all, and what the outcome was.
2. The SRSG generally accepts that the disappearance Mr Milivoje Đuričić and Mr Jovan Savić occurred in life threatening circumstances. The SRSG states that in June1999, shortly after the arrival of KFOR and UNMIK in Kosovo, the security situation was “tense, with a number of serious criminal incidents targeting Kosovo-Serbs and Kosovo-Albanians, including abductions and killings”. Citing the UN Secretary-General’s report to the United Nations Security Council of 12 July 1999, the SRSG describes the situation as follows:

“The general situation in Kosovo has been tense but is stabilizing. The KLA has rapidly moved back into all parts of Kosovo, in particular the south-west, and a large number of Kosovo Serbs have left their homes for Serbia. While the first wave of Kosovo Serb departures was prompted by security concerns rather than by actual threats, a second wave of departures resulted from an increasing number of incidents committed by Kosovo Albanians against Kosovo Serbs. In particular, high profile killings and abductions, as well as looting, arsons and forced expropriation of apartments, have prompted departures. This process has now slowed down, but such cities as Prizren and Pec are practically deserted by Kosovo Serbs, and the towns of Mitrovica and Orahovac are divided along ethnic lines.

The security problem in Kosovo is largely a result of the absence of law and order institutions and agencies. Many crimes and injustices cannot be properly pursued. Criminal gangs competing for control over scarce resources are already exploiting this void. While KFOR is currently responsible for maintaining public safety and civil law and order, its ability to do so is limited due to the fact that it is still in the process of building up its forces. The absence of a legitimate police force, both international and local, is deeply felt, and therefore will have to be addressed as a matter of priority.”

1. Accepting that Mr Milivoje Đuričić and Mr Jovan Savić disappeared in life-threatening circumstances, the SRSG does not dispute UNMIK’s responsibility to conduct an investigation into his case under Article 2 of the ECHR, procedural part. In the words of the SRSG, “the essential purpose of such investigation [was] to secure the effective implementation of the domestic laws which protect the right to life, as defined by UNMIK Regulation No. 1999/1 On the Authority of the Interim Administration in Kosovo of 25 July 1999 and subsequently, by UNMIK Regulation No. 1999/24 On the Law Applicable in Kosovo of 12 December 1999, as amended.”
2. The SRSG underlines that the complainants do not allege a violation of the substantive part of Article 2, but rather of its procedural element. The SRSG states that “the procedural element of Article 2 is essentially two-fold: (i) an obligation to determine through investigation the fate and/or whereabouts of the missing person; and (ii) an obligation to conduct an investigation capable of determining whether the death was caused unlawfully and leading to the identification and punishment of those responsible for the disappearance and/or death of the missing person.”
3. The SRSG further observes that when determining applications under Article 2, procedural part, consideration must be given to not imposing an impossible or disproportionate burden on UNMIK. In this regard, the SRSG recalls the judgment of 15 February 2011 rendered by the European Court of Human Rights in the case *Palić v. Bosnia and Herzegovina*, stating at paragraph 70:

“The Court takes into account the complex situation in Bosnia and Herzegovina, notably in the first ten years following the war. In such a post-conflict situation, what amounts to an impossible and/or disproportionate burden must be measured by the very particular facts and context. In this connection, the Court notes that more than 100,000 people were killed, almost 30,000 people went missing and more than two million people were displaced during the war in Bosnia and Herzegovina. Inevitably choices had to be made in terms of post-war priorities and resources. Furthermore, after a long and brutal war, Bosnia and Herzegovina underwent fundamental overhaul of its internal structure and political system: Entities and Cantons were set up pursuant to the Dayton Peace Agreement, power-sharing arrangements were introduced in order to ensure effective equality between the “constituent peoples” in the post-conflict society (see *Sejdić and Finci v. Bosnia Herzegovina* [GC], nos. 27996/06 and 34836/06, ECHR 2009-…), new institutions had to be created and the existing ones had to be restructured. Some reluctance on the part of the former warring parties to work with those new institutions could be expected in the post-war period, as evidenced in the present case. While it is difficult to pinpoint when exactly this process ended, the Court considers that the domestic legal system should have become capable of dealing effectively with disappearances and other serious violations of international humanitarian law by 2005, following comprehensive vetting of the appointment of police and judiciary and the establishment of the War Crimes Sections within the Court of Bosnia and Herzegovina. All this considered and since there has been no substantial period of inactivity post-2005 on the part of the domestic authorities in the present case, the Court concludes that, in the circumstances obtaining at the material time, the domestic criminal investigation can be considered to have been conducted with reasonable promptness and expedition.”

1. In the view of the SRSG, the situation that UNMIK faced in Kosovo “from 1999 to 2008” was “in most respect similar to that experienced in Bosnia and Herzegovina from 1995 to 2005”.
2. The SRSG states that during the Kosovo conflict thousands of people went missing, at least 800,000 people were displaced and thousands were killed. Many of the persons who went missing were abducted, killed, and buried in unmarked graves inside or outside Kosovo, which made very difficult locating and recovering their mortal remains.
3. In June 2002, UNMIK created the OMPF with the mandate to determine the fate of the missing; however its work was faced with many challenges at the beginning of its operations, due to the work previously done mostly by actors independent from UNMIK. In particular, the SRSG states that the collection of evidence of war crimes began with the arrival of NATO in 1999 with independent teams from several countries operating under the loose coordination of the ICTY. A lack of standard operating procedures or centralisation led to problems with the evidence gathered in this phase. In 2000, ICTY launched a large, centralised forensic operation, based at the Rahovec/Orahovac mortuary, with standard operating procedures for all forensic teams except the British one, which operated independently out of Prishtinë/Priština. The SRSG states that, in the effort to demonstrate that crimes were systematic and widespread, the ICTY teams conducted autopsies on as many bodies as possible, carrying out little or no identification work; moreover, unidentified bodies exhumed in 1999 were reburied in locations still unknown to the OMPF. After the ICTY closed their operation in 2000, the UNMIK Police MPU continued small-scale investigations on missing persons “ex-officio, without any broader prosecutorial strategy”. As a consequence, a large amount of unstructured information was collected.
4. The SRSG states that locating and identifying the missing in the context described above is a very difficult and time-consuming task. He further states that the number of missing persons recovered and identified by OMPF is “testament to the vigour of its work between 2002-2008” and that “more bodies continued to be located in burial sites and more identifications and returns to family members are taking place, often based on information contained in UNMIK-OMPF files”. The SRSG continues that “therefore, it is apparent that the process for establishing a system capable of dealing effectively with disappearances and other serious violations of international humanitarian law has been an understandably incremental one” in Kosovo as reflected in the *Palić* case referred to above. The SRSG further notes that this process was “reliant on a number of actors rather than just UNMIK, for example the International Commission on Missing Persons, the International Committee of the Red Cross and local missing persons organisations.”
5. The SRSG further argues that fundamental to conducting effective investigations is a professional, well-trained and well-resourced police force and that such a force did not exist in Kosovo in the aftermath of the conflict. In the policing vacuum following the end of the conflict, UNMIK had to build a new Kosovo Police Service from scratch, a long and challenging task which, according to the SRSG, is still in progress. The SRSG also states that UNMIK Police faced numerous challenges in exercising law enforcement functions gradually transferred to it by KFOR in 1999-2000. In this regard, he refers to the UNMIK Police Annual Report of 2000 describing the situation as follows:

“UNMIK Police had to deal with the aftermath of war, with dead bodies and the looted and burned houses. Ethnic violence flared through illegal evictions, forcible takeovers of properties, the burning of houses and physical violence against communities all over Kosovo. Tempers and tensions were running high amongst all ethnic groups, exacerbated by reports of missing and dead persons. It became imperative for UNMIK Police to establish order and to quickly construct a framework to register and investigate crimes.

All of this had to be done, with limited physical and human resources. Being the first executive mission in the history of the UN, the concept, planning and implementation was being developed on the ground. With 20 different contributory nationalities at the beginning, it was very challenging task for police managers to establish common practices for optimum results in a high-risk environment.”

1. The SRSG states that UNMIK Police WCIU included both international UNMIK Police and local Kosovo Police Service officers and focused on the criminal investigation of cases of missing persons. Their responsibility included locating illicit graves, identifying the perpetrators and collecting evidence relating to crimes. UNMIK international police officers working on cases of missing persons had to adjust to conducting investigations in a foreign territory and cultures, with limited support from the still developing Kosovo Police.
2. He further states that, after the conflict, all local institutions in Kosovo, including law-enforcement institutions and those responsible for locating the missing, were non-functional and had to be established from scratch. In addition, investigators were often faced with situations where individuals holding relevant knowledge on the whereabouts and fate of missing persons did not want to disclose this information. According to the SRSG, all these constraints inhibited the ability of the UNMIK Police to conduct investigations according to the standards that may be expected from States “with more established institutions and without going through the difficulties associated with a post-conflict situation.”
3. With regard to this particular case, the SRSG submits that, based on the investigative documents, the disappearance of Mr Milivoje Đuričić was registered by the MPU on 12 February 2001, “19 months” after the incident; and that the disappearance of Mr Jovan Savić was registered in “2003”, “at least more than 40 months after the incident”. He adds that “investigation in an early stage of a crime plays a critical role in a successful investigation” and argues that, in the present case, “by elapsing such a long period of time from the time of the incidents until the time of reporting them, witnesses and evidence would have been inaccessible”. The SRSG states, with respect to Mr Milivoje Đuričić, that UNMIK contacted his family members to gather more information on the circumstances of his disappearance; however “there was no information that could shed light” as to his whereabouts.
4. As an example of the efforts made by UNMIK Police to locate the whereabouts of Mr Milivoje Đuričić and Mr Jovan Savić, the SRSG states that, after receiving a report about “secret prisons for Serbs” in Kosovo, UNMIK Police from a special unit visited all the sites mentioned in the report. However, at the end of these investigations in April 2001, they had not found any evidence to indicate the existence of any secret prison in those sites. Furthermore, on 5 November 2001, UNMIK Police had some leads concerning a possible gravesite where Mr Milivoje Đuričić and Mr Jovan Savić could have been buried, along with other persons. The SRSG states that a thorough investigation was conducted, witnesses were interviewed and the site was excavated on 17 April 2003, with negative results.
5. Concerning the investigation aimed at identifying and bringing the perpetrators to justice, the SRSG states that the “lack of information in the instant case caused a real hurdle to the conduct of any investigation” by UNMIK. For example, according to the “Anti-Mortem Investigation Report” of 3 December 2004, the only information available had been gathered from the HLC publication. This publication only contained the initials of a witness; therefore UNMIK Police could not have access to this witness. He argues that “based on the files of the War Crimes Unit, it can be seen that there was neither any witness nor statement of any witness to be used for further investigation”.
6. The SRSG states that it is “evident”, based on the documents obtained by EULEX, “that UNMIK Police did open and pursue an investigation into the whereabouts of Mr. Milivoje Đuričić and Mr. Jovan Savić; however, as UNMIK has noted in other missing persons cases, that, without witnesses coming forward or physical evidence being discovered, police investigations inevitably stall because of a lack of evidence”.
7. In light of the reasons explained above, the SRSG submits that UNMIK acted in accordance with the procedural requirements of Article 2, ECHR, and therefore there has been no violation of this provision.
8. The SRSG also informed the Panel that he might make further comments on this matter, “[a]s there is the possibility that additional and conclusive information exists”, beyond the presented documents. However, no further communication in this regard, other than the confirmation of the full disclosure of the investigative files, has been received to date.

### The Panel’s assessment

1. The Panel considers that the complainants invoke a violation of the procedural obligation stemming from the right to life, guaranteed by Article 2 of the ECHR in that UNMIK Police did not conduct an effective investigation into the abduction and disappearance of Mr Milivoje Đuričić and Mr Jovan Savić.

#### Submission of relevant files

1. At the Panel’s request, on 26 April 2012, the SRSG provided copies of the documents related to this investigation, which UNMIK was able to recover. On 17 December 2012, the SRSG also provided copies of documents held in the UN Archives in New York. As mentioned above (see § 78), the SRSG also noted that more information, not contained in the presented documents, may exist in relation to this case. Nevertheless, on 6 May 2015, UNMIK confirmed to the Panel that no more files have been located, thus the disclosure may be considered complete (see § 14 above).
2. The Panel notes that Section 15 of UNMIK Regulation No. 2006/12 states that the Panel may request the submission from UNMIK of any documents and that the SRSG shall cooperate with the Panel and provide the necessary assistance including, in particular, in the release of documents and information relevant to the complaint. The Panel in this regard refers to the case-law of the European Court of Human Rights that inferences shall be drawn from the conduct of the respondent party during the proceedings, including from its failure “to submit information in their hands without a satisfactory explanation” (see ECtHR, *Çelikbilek v. Turkey*, no. 27693/95, judgment of 31 May 2005*,* § 56).
3. The Panel also notes that the proper maintenance of investigative files concerning crimes such as killings and disappearances, from the opening of the investigations to their handing over, is crucial to the continuation of such investigations and failure to do so could thus raise *per se* issues under Article 2 (see HRAP, *Bulatović*, no. 166/09, opinion of 13 November 2014, § 62).
4. The Panel has no reason to doubt that UNMIK undertook all efforts in order to obtain the relevant investigative documents. However, UNMIK has not provided any explanation as to why the documentation may be incomplete, nor with respect to which parts.
5. The Panel itself is not in the position to verify the completeness of the investigative files received. The Panel will therefore assess the merits of the complaint on the basis of documents made available (in this sense, see ECtHR, *Tsechoyev v. Russia*, no. 39358/05, judgment of 15 March 2011, § 146).

#### General principles concerning the obligation to conduct an effective investigation under Article 2

1. The Panel notes that the positive obligation to investigate disappearances is widely accepted in international human rights law since at least the case of the Inter-American Court of Human Rights (IACtHR) *Velásquez-Rodríguez* (see IACtHR, *Velásquez-Rodríguez v. Honduras*, judgment of 29 July 1988, Series C No. 4). The positive obligation has also been stated by the United Nations Human Rights Committee (HRC) as stemming from Article 6 (right to life), Article 7 (prohibition of cruel and inhuman treatment) and Article 9 (right to liberty and security of person), read in conjunction with Articles 2 (3) (right to an effective remedy) of the ICCPR (see United Nations Human Rights Committee (HRC), General Comment No. 6, 30 April 1982, § 4; HRC, General Comment No. 31, 26 May 2004, §§ 8 and 18, CCPR/C/21/Rev.1/Add. 13; see also, among others, HRC, *Mohamed El Awani, v. Libyan Arab Jamahiriya*, communication no. 1295/2004, views of 11 July 2007, CCPR/C/90/D/1295/2004). The obligation to investigate disappearances and killings is also asserted in the UN Declaration on the Protection of all Persons from Enforced Disappearances (UN Document A/Res/47/133, 18 December 1992), and further detailed in UN guidelines such as the UN Manual on the Effective Prevention and Investigation of Extra-Legal Arbitrary and Summary Executions (1991) and the “Guidelines for the Conduct of United Nations Inquiries into Allegations of Massacres” (1995). The importance of the obligation is confirmed by the adoption of the International Convention for the Protection of All Persons from Enforced Disappearance in 2006, which entered into force on 23 December 2010.
2. In order to address the complainants’ allegations, the Panel refers, in particular, to the well-established case-law of the European Court on Human Rights on the procedural obligation under Article 2 of the ECHR. The Court has held that “[The] obligation to protect the right to life under Article 2 of the Convention, read in conjunction with the State's general duty under Article 1 of the Convention to “secure to everyone within [its] jurisdiction the rights and freedoms defined in [the] Convention”, requires by implication that there should be some form of effective official investigation when individuals have been killed (see, *mutatis mutandis*, ECtHR, *McCann and Others v. the United Kingdom*, judgment of 27 September 1995, § 161, Series A no. 324; and ECtHR, *Kaya v. Turkey*, judgment of 19 February 1998, § 105, *Reports of Judgments and Decisions* 1998-I; see also ECtHR, *Jasinskis v. Latvia*, no. 45744/08, judgment of 21 December 2010, § 71). The duty to conduct such an investigation arises in all cases of killing and other suspicious death, whether the perpetrators were private persons or State agents or are unknown (see ECtHR, *Kolevi v. Bulgaria*, no. 1108/02, judgment of 5 November 2009, § 191).
3. The European Court has also stated that the procedural obligation to provide some form of effective official investigation exists also when an individual has gone missing in life-threatening circumstances and is not confined to cases where it is apparent that the disappearance was caused by an agent of the State (see ECtHR [GC], *Varnava and Others v. Turkey*, cited in § 60 above, at § 136); ECtHR [GC], *Mocanu and Others v. Romania*, nos 10865/09, 45886/07 and 32431/08, judgment of 17 September 2014, §317).
4. The authorities must act of their own motion once the matter has come to their attention, and they cannot leave it to the initiative of the next-of-kin either to lodge a formal complaint or to take responsibility for the conduct of any investigative procedure (see ECtHR, *Ahmet Özkan and Others v. Turkey*, no. 21689/93, judgment of 6 April 2004, § 310; see also ECtHR, *Isayeva v. Russia*, no. 57950/00, judgment of 24 February 2005, § 210; ECtHR [GC], *Mocanu and Others v. Romania*, cited above, § 321).
5. Setting out the standards of an effective investigation, the Court has stated that besides being independent, accessible to the victim’s family, carried out with reasonable promptness and expedition, affording a sufficient element of public scrutiny of the investigation and its results, the investigation must also be effective in the sense that is capable of leading to a determination of whether the death was caused unlawfully and if so, to the identification and punishment of those responsible (see ECtHR [GC]*, Varnava and Others v. Turkey*, cited in § 60 above, at § 191; see also ECtHR, *Palić v. Bosnia and Herzegovina*, no. 4704/04, judgment of 15 February 2011, § 63). This is not an obligation of results but of means. The authorities must take whatever reasonable steps they can to secure the evidence concerning the incident, including, inter alia eye-witness testimony, forensic evidence and, where appropriate, an autopsy which provides a complete and accurate record of injury and an objective analysis of the clinical findings, including the cause of death. Any deficiency in the investigation which undermines its ability to establish the cause of death or the person or persons responsible will risk falling foul of this standard (see ECtHR, *Ahmet Özkan and Others v. Turkey*, cited above, § 312; and *Isayeva v. Russia*, cited above, § 212).
6. In particular, the investigation’s conclusion must be based on thorough, objective and impartial analysis of all relevant elements. Failing to follow an obvious line of enquiry undermines to a decisive extent the investigation’s ability to establish the circumstances of the case and the identity of those responsible (see ECtHR, *Kolevi v. Bulgaria*, cited in § 86 above, at § 201). Nevertheless, the nature and degree of scrutiny which satisfy the minimum threshold of the investigation’s effectiveness depend on the circumstances of the particular case. They must be assessed on the basis of all relevant facts and with regard to the practical realities of the investigation work (see ECtHR, *Velcea and Mazărev. Romania*, no. 64301/01, judgment of 1 December 2009, § 105).At the same time, the authorities must always make a serious attempt to find out what happened and should not rely on hasty or ill-founded conclusions to close their investigation. (see ECtHR [GC], *El-Masri v. “the former Yugoslav Republic of Macedonia”*, no. 39630/09, judgment of 13 December 2012, § 183; ECtHR [GC], *Mocanu and Others v. Romania*, cited in § 87 above, at §322).
7. A requirement of promptness and reasonable expedition is implicit in this context. Even where there may be obstacles or difficulties which prevent progress in an investigation in a particular situation, a prompt response by the authorities is vital in maintaining public confidence in their adherence to the rule of law and in preventing any appearance of collusion in or tolerance of unlawful acts (see ECtHR, *Paul and Audrey Edwards v. the United Kingdom*, no. 46477/99, judgment of 14 March 2002, § 72, ECHR 2002‑II); ECtHR [GC], *Mocanu and Others v. Romania*, cited in § 87 above**,** at §317).
8. Specifically with regard to persons disappeared and later found dead, which is not the situation in the present case, the Court has stated that the procedures of exhuming and identifying mortal remains do not exhaust the obligation under Article 2 of the ECHR. The Court holds that “the procedural obligation arising from a disappearance will generally remain as long as the whereabouts and fate of the person are unaccounted for, and it is thus of a continuing nature” (ECtHR, *Palić v. Bosnia and Herzegovina*, cited in § 89 above, at § 46; in the same sense ECtHR [GC], *Varnava and Others v. Turkey*, cited in § 60 above, at § 148, *Aslakhanova and Others v. Russia*, nos. 2944/06 and others, judgment of 18 December 2012, § 122). However, the Court also stresses that this procedural obligation “does not come to an end even on discovery of the body .... This only casts light on one aspect of the fate of the missing person and the obligation to account for the disappearance and death, as well as to identify and prosecute any perpetrator of unlawful acts in that connection, will generally remain” (ECtHR, *Palić v. Bosnia and Herzegovina*, cited above, § 46; in the same sense ECtHR [GC], *Varnava and Others v. Turkey*, cited above, § 145). While the location and the subsequent identification of the mortal remains of the victim may in themselves be significant achievements, the procedural obligation under Article 2 continues to exist (see ECtHR, *Palić v. Bosnia and Herzegovina*, cited above, § 64).
9. On the requirement of public scrutiny, the Court has further stated that there must be a sufficient element of public scrutiny of the investigation or its results to secure accountability in practice as well as in theory. The degree of public scrutiny required may well vary from case to case. In all cases, however, the victim’s next-of-kin must be involved in the procedure to the extent necessary to safeguard his or her legitimate interests (see ECtHR, *Ahmet Özkan and Others*, cited in § 88 above, at §§ 311 - 314; ECtHR, *Isayeva v. Russia*, cited in § 88 above, at §§ 211-214 and the cases cited therein; ECtHR [GC], *Al-Skeini and Others v. the United Kingdom*, judgment of 7 July 2011, no. 55721/07, § 167, ECHR 2011; ECtHR [GC], *Mocanu and Others v. Romania*, cited in § 87 above, at §324).
10. The Court has also underlined the great importance of an effective investigation in establishing the truth of what transpired thereby satisfying the right to truth not only for the families of victims, but also for other victims of similar crimes, as well as the general public, who have the right to know what occurred (ECtHR [GC], *El-Masri v. “the former Yugoslav Republic of Macedonia” cited at* § 90 above; ECtHR, *Al Nashiri v. Poland*, no. 28761/11, judgment of 24 July 2014, §§ 495-496). United Nations bodies also recognise the importance of the right to truth. In the words of the United Nations Secretary-General, “the right to truth implies knowing the full and complete truth about the violations and the events that transpired, their specific circumstances and who participated in them. In the case of missing persons … it also implies the right to know the fate and whereabouts of the victim” (see Report of the UN Secretary-General, Missing Persons, UN Document A/67/267, 8 August 2012, § 5; see also HRC, *Schedko and Bondarenko v. Belarus*, Communication no. 886/1999, views of 3 April 2003, § 10.2, CCPR/C/77/D/886/1999; HRC, *Mariam, Philippe, Auguste and Thomas Sankara v. Burkina Faso*, Communication no. 1159/2003, views of 8 March 2006, § 10.2, CCPR/C/86/D/1159/2003; UN Human Rights Council, Resolutions 9/11 and 12/12: Right to the Truth, 24 September 2008 and 12 October 2009; Preamble and Article 24 (2) of the Convention for the Protection of All People from Enforced Disappearance, cited in § 106 above; see also Report of the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism, Mr Ben Emmerson, Framework Principles for securing the accountability of public officials for gross and systematic human rights violations committed in the context of State counter-terrorist initiatives, UN Document A/HRC/22/52, 1 March 2013, § 23-26).

#### Applicability of Article 2 to the Kosovo context

1. The Panel is conscious that Mr Milivoje Đuričić and Mr Jovan Savić disappeared shortly after the deployment of UNMIK in Kosovo, when crime, violence and insecurity were rife.
2. On his part, the SRSG does not contest that from its deployment in Kosovo in June 1999 UNMIK had a duty to investigate the present case under ECHR Article 2. However, according to the SRSG, the unique circumstances pertaining to the Kosovo context and to UNMIK’s deployment in the first phase of its mission shall be taken into account when assessing whether this investigation is in compliance with Article 2 of the ECHR. In substance, the SRSG argues that it is not possible to apply to UNMIK the same standards applicable to a State in a normal situation.
3. The Panel considers that this raises two main questions: first, whether the standards of Article 2 continue to apply in situation of conflict or generalised violence and, second, whether such standards shall be considered fully applicable to UNMIK.
4. As regards the applicability of Article 2 to UNMIK, the Panel recalls that with the adoption of the UNMIK Regulation No. 1999/1 on 25 July 1999 UNMIK undertook an obligation to observe internationally recognised human rights standards in exercising its functions. This undertaking was detailed in UNMIK Regulation No. 1999/24 of 12 December 1999, by which UNMIK assumed obligations under certain international human rights instruments, including the ECHR. In this respect, the Panel has already found that it is true that UNMIK’s interim character and related difficulties must be duly taken into account with regard to a number of situations, but under no circumstances could these elements be taken as a justification for diminishing standards of respect for human rights, which were duly incorporated into UNMIK’s mandate (see HRAP, *Milogorić and Others*, nos. 38/08 and others, opinion of 24 March 2011, § 44; *Berisha and Others*, nos. 27/08 and others, opinion of 23 February 2011, § 25; *Lalić and Others*, nos. 09/08 and others, opinion of 9 June 2012, § 22).
5. Concerning the applicability of Article 2 to situations of conflict or generalised violence, the Panel recalls that the European Court of Human Rights has established the applicability of Article 2 to post-conflict situations, including in countries of the former Yugoslavia (see, among other examples, ECtHR, *Palić v. Bosnia and Herzegovina,* cited in § 89 above, and ECtHR, *Jularić v. Croatia*, no. 20106/06, judgment of 20 January 2011). The Court has further held that that the procedural obligation under Article 2 continues to apply in “difficult security conditions, including in a context of armed conflict” (see ECtHR [GC], *Al-Skeini and Others v. the United Kingdom*, cited in § 93 above, at § 164; see also ECtHR, *Güleç v. Turkey*, judgment of 27 July 1998, § 81, Reports 1998-IV; ECtHR, *Ergi v. Turkey*, judgment of 28 July 1998, §§ 79 and 82, Reports 1998-IV; ECtHR, *Ahmet Özkan and Others v. Turkey*, cited in § 88 above, at §§ 85-90, 309-320 and 326-330; *Isayeva v. Russia*, cited in § 88 above, at §§ 180 and 210; ECtHR, *Kanlibaş v. Turkey*, no. 32444/96, judgment of 8 December 2005, §§ 39-51).
6. The Court has acknowledged that “where the death [and disappearances] to be investigated under Article 2 occurs in circumstances of generalised violence, armed conflict or insurgency, obstacles may be placed in the way of investigators and […] concrete constraints may compel the use of less effective measures of investigation or may cause an investigation to be delayed” (see, ECtHR [GC], *Al-Skeini and Others v. the United Kingdom,* cited above, § 164; ECtHR, *Bazorkina v. Russia*, no. 69481/01, judgment of 27 July 2006, § 121). Nonetheless, the Court has held that “the obligation under Article 2 to safeguard life entails that, even in difficult security conditions, all reasonable steps must be taken to ensure that an effective, independent investigation is conducted into alleged breaches of the right to life (see, amongst many other examples, ECtHR, *Kaya v. Turkey*, cited in § 86 above, at §§ 86‑92; ECtHR, *Ergi v Turkey,* cited above, §§ 82-85; ECtHR [GC], *Tanrıkulu v. Turkey*, no. 23763/94, judgment of 8 July 1999, §§ 101-110, ECHR 1999-IV; ECtHR, *Khashiyev and Akayeva v. Russia*, nos. 57942/00 and 57945/00, judgment of 24 February 2005, §§ 156-166; ECtHR, *Isayeva v. Russia*, cited above, §§ 215‑224; ECtHR, *Musayev and Others v. Russia*, nos. 57941/00 and others, judgment of 26 July 2007, §§ 158-165).
7. Similarly, the HRC has held that the right to life, including its procedural guarantees, shall be considered as the supreme right from which no derogation is permitted even in time of public emergency which threatens the life of the nation (see, HRC, General Comment No. 6, cited above, at § 1; HRC, *Abubakar Amirov and Aïzan Amirova v. Russian Federation*, communication no. 1447/2006, views of 22 April 2009, § 11.2, CCPR/C/95/D/1447/2006). Further, the HRC has stated the applicability of Article 2 (3), 6 and 7 of the ICCPR with specific reference to UNMIK’s obligation to conduct proper investigations on disappearances and abductions in Kosovo (see HRC, Concluding Observations of the Human Rights Committee: Kosovo (Serbia), 14 August 2006, §§ 12-13, CCPR/C/UNK/CO/1).
8. The Panel appreciates the difficulties encountered by UNMIK during the first phase of its deployment. The Panel notes that the appropriate importance attached to the issue of missing persons in Kosovo meant that UNMIK had to take into account both the humanitarian and criminal dimensions of the situation. In particular, the Panel considers that the importance attached to the criminal investigations and the difficulties in Kosovo that limited the abilities of investigating authorities to conduct such investigations, as described by the SRSG, made it crucial that UNMIK establish from the outset an environment conducive to the performance of meaningful investigations. This would involve putting in place a system that would include such elements as the allocation of overall responsibility for the supervision and monitoring of progress in investigations, provision for the regular review of the status of investigations, and a process for the proper handover of cases between different officers or units of UNMIK Police. Such a system should also take account of the protection needs of victims and witnesses (see, *mutatis mutandis*, ECtHR, *R.R. and Others v. Hungary*, no. 19400/11, judgment of 4 December 2012, §§ 28-32), as well as to consider the special vulnerability of displaced persons in post-conflict situations (see ECtHR [GC], *Sargsyan v. Azerbaijan,* no. 40167/06, decision of 14 December 2011, § 145; and ECtHR [GC], *Chiragov and Others v. Armenia*, no. 13216/05, decision of 14 December 2011, § 146). While understanding that the deployment and the organisation of the police and justice apparatus occurred gradually, the Panel deems that this process was completed in 2003 when the police and justice system in Kosovo was described as being “well-functioning” and “sustainable” by the UN Secretary-General (see § 23 above).
9. The Panel further notes that its task is not to review relevant practices or alleged obstacles to the conduct of effective investigations *in abstracto*, but only in relation to their specific application to the particular circumstances of a situation subject of a complaint before it (see ECtHR, *Brogan and Others v. the United Kingdom*, judgment of 29 November 1988, § 53, Series A no. 145-B). The Panel thus agrees with the SRSG that the nature and degree of scrutiny to determine whether the effectiveness of the investigation satisfies the minimum threshold depends on the circumstances of the particular case. For these reasons, the Panel considers that it will establish with regard to each case if all reasonable steps were taken to conduct an effective investigation as prescribed by Article 2, having regard to the realities of the investigative work in Kosovo.
10. Lastly, in response to the SRSG’s objection that Article 2 must be interpreted in a way which does not impose an impossible or disproportionate burden on the authorities, either in the context of policing activities or that of priorities and resources, the Panel takes into account that the European Court has established that what amounts to an impossible and/or disproportionate burden must be measured by the very particular facts and contexts (see ECtHR, *Palić v. Bosnia and Herzegovina,* cited in § 89 above, at § 70; *Brecknell v. The United Kingdom,* no. 32457/04, judgment of 27 November 2007, § 62).
11. The Panel puts on record that it has already analysed the effectiveness under Article 2 of numerous investigations conducted by UNMIK with respect to killings, abductions and disappearances related to the conflict in Kosovo. The Panel has identified common shortcomings in these investigations such as delays in the registration of the cases and lengthy periods of inactivity from the outset and in the period within the Panel’s jurisdiction; failure to take basic investigative steps and follow obvious lines of enquiry; lack of coordination among different units of UNMIK Police; lack of regular and meaningful reviews of cases; lack of prosecutorial oversight; failure to provide family members with minimum necessary information on the status of the investigation (compare with ECtHR, *Aslakhanova and Others v. Russia*, cited in § 92 above, at § 123). The Panel also records systemic failures such as a deficient system of setting investigative priorities and lack of proper handover. In the great majority of these cases the Panel has found that the investigations were not effective in the meaning of Article 2 and that UNMIK’s failures, which persisted throughout the period of the Panel’s jurisdiction, could not be justified in the light of difficulties encountered by UNMIK at the beginning of its mission.

#### Compliance with Article 2 in the present case

1. Turning to the circumstances of the present case, the SRSG states that UNMIK became aware of Mr Milivoje Đuričić’s disappearance in February 2001 and of Mr Jovan Savić’s disappearance in “2003”, when their respective cases were opened by the MPU. However, having considered all the investigative documents pertaining to the case, the Panel considers that UNMIK was made aware of both Mr Milivoje Đuričić and Mr Jovan Savić at the latest in October 2001 and February 2002 respectively, when the ICRC forwarded their ante-mortem information to UNMIK (see § 30 above).
2. The Panel further notes that, according to the 2000 Annual Report of UNMIK Police, at least by June 2000 the whole system of criminal investigation in the Pejë/Peć region was under the full control of UNMIK.
3. The Panel notes that there were obvious shortcomings in the conduct of the investigation from its commencement. However, in light of the considerations developed above concerning its limited temporal jurisdiction (see § 60 above), the Panel recalls that it is competent *ratione temporis* to evaluate the compliance of the investigation with Article 2 of the ECHR only for the period after 23 April 2005, while taking into consideration the state of the case at that date (see ECtHR, *Palić v. Bosnia and Herzegovina,* cited in § 89 above, at § 70). The period under review ends on 9 December 2008, with EULEX taking over responsibility in the area of administration of justice (see § 25 above).
4. The Panel notes that, as it transpires from his ICRC Victim Identification Form (see § 35 above), at the moment of opening a missing person case for Mr Milivoje Đuričić (MPU case file no. 2001-000246) in February 2001, the MPU was made aware of the fact that he had disappeared with Mr Jovan Savić. The Panel also notes that, in November 2002, an investigation was conducted by the same MPU into a possible gravesite in Pejë/Peć where both Mr Milivoje Đuričić and Mr Jovan Savić were alleged to be buried (see § 40 above). Nonetheless, a missing person case for Mr Jovan Savić was opened only in 2003 (MPU case file no. 2003-000105).
5. The Panel also notes that since February 2001 and 2003 respectively, the UNMIK MPU had Victim Identification Forms for Mr Milivoje Đuričić and Mr Jovan Savić, which included the full contact details of their family members outside of Kosovo (of Mr Milivoje Đuričić’s sister and wife and of Mr Jovan Savić’s brother and of his wife, the complainant, as stated in §§ 33 and 35 above). However, there is no indication in the investigative file that UNMIK attempted to contact them at this time, in order to try and gather further information on the abduction and disappearance of their family members.
6. The Panel further notes that, at the end of 2004, as no connection between the two cases had been established, the UNMIK MPU conducted two separate ante-mortem investigations for the case of Mr Milivoje Đuričić and Mr Jovan Savić. Concerning Mr Milivoje Đuričić, the ante-mortem investigation consisted in recording, on 3 December 2004, parts of the information contained in the HLC publication (including of the fact that the victim had disappeared along with Mr Jovan Savić and that there was a priest who had seen them in KLA detention, as stated in § 36 above). Concerning the case of Mr Jovan Savić, on 8 December 2004, the investigators reportedly contacted by telephone Mr Jovan Savić’s sister who informed them of the existence of witnesses, former neighbours, who were unwilling to speak and mistakenly stated that “no other person” had disappeared with the victim (see § 34 above). The Panel notes that the conclusion of both ante-mortem investigations was that it was “impossible” at that time to find an “impartial witness” about the case and that, for this reason, the case should be left “pending”.
7. The Panel notes that there is no evidence in the file that UNMIK Police took basic investigative steps to follow up on the existing leads: no witness statement was taken from the complainants or other family members, who had important information on the abductions of Mr Milivoje Đuričić and Mr Jovan Savić, including about the identity of the alleged abductors and of witnesses; no inspection in order to look for evidence was made at the building in Pejë/Peć where the victims had been allegedly detained; no attempt was made at this stage to identify and locate the eye-witness, the priest M.K., although there were details which could lead to his identification. The Panel also notes that the MPU completely disregarded the information also contained in the HLC publication that E.C. was allegedly in charge of the KLA prison where Mr Milivoje Đuričić and Mr Jovan Savić had been detained and tortured, as well as that Mr Milivoje Đuričić’s former clients had occupied his house after his disappearance (see § 38 above). The file shows that no attempt was made to contact and question them.
8. Coming to the period within its jurisdiction, starting from 23 April 2005, the Panel notes that after that critical date the failure to conduct the necessary investigative actions, including those at the initial stage, persisted. Accordingly, inadequacies existing up until that date were not addressed. Thus, in accordance with the continuing obligation to investigate (see § 60 above), the assessment of the whole investigation is brought within the period of the Panel’s jurisdiction.
9. In addition, the Panel considers that as the fate of Mr Milivoje Đuričić and Mr Jovan Savić had not been established and those responsible for the crime had not been identified, UNMIK Police was obliged to use the means at their disposal to regularly review the progress of the investigation to ensure that nothing had been overlooked and that any new evidence had been considered, as well as to inform the relatives regarding the progress of this investigation.
10. The Panel first notes that, according to the file, the investigation into the two case of Mr Milivoje Đuričić and Mr Jovan Savić was “revived” at some stage in 2005, after the complainants/their family members filed criminal complaints with the DPPO in Pejë/Peć and after intelligence information was provided by the Serbian MUP to UNMIK (see §§ 41-42). The file shows that, only at this time, about six years after the abduction, did UNMIK WCIU investigators establish a connection between the cases and investigate them jointly under case no. 2005-00046. In 2006, through an exchange of information with the Serbian MUP, the UNMIK WCIU managed to obtain the contact details of the priest M.K., who was outside of Kosovo, as well as to acquire more information about the suspect, E.C.
11. The Panel also notes that in 2007 a further case the detention and ill-treatment of other victims (Mr M.G. and Mr B.G.) at the same KLA prison in Pejë/Peć, was being investigated under a different case no. (2005-00025) by another WCIU investigator. The documents presented to the Panel show that, by August 2007, the lead investigator in case no. 2005-00025 had found strong connections - the same alleged place of detention, the same suspect E.C. and the same witnesses, including the priest M.K. - between this “original” case and the case of Mr Milivoje Đuričić and Mr Jovan Savić and therefore decided to investigate them jointly.
12. Indeed, in October 2007, the WCIU reviewed the case. In this respect, however, the Panel notes the apparent lack of coordination within the WCIU. The investigative file shows that the investigators reviewing the case of Mr Milivoje Đuričić and Mr Jovan Savić (case no. 2005-00046) in October 2007 (see § 43 above) had not yet been made aware of the fact that their case was being investigated in the context of a wider case (no. 2005-00025), as stated above. The Panel further knows that the recommendations made in October 2007 by the same reviewing investigators (i.e. interviewing the wives of the victims, as they had apparently asked) were never implemented.
13. The Panel acknowledges that some progress was made in the context of this wider investigation (no. 2005-00025) such as: identifying and locating the main suspects, KLA members E.C. and A.G.; conducting a superficial assessment and taking pictures of the petrol station for possible witness’ identification; and identifying and retrieving the contact details of several witnesses (Mr M.G.’s wife, N.D., and I.D., in addition to the priest M.K.) to question them and organise a photo lineup of the suspects, as stated in § 47 above, to push the investigation further and achieve concrete results. The file indicates that, after a lengthy exchange of e-mails from August 2007 through August 2008 to and from the lead investigator aimed at organising the questioning of witnesses outside of Kosovo, the lead investigator was redeployed to another unit within the UNMIK Police and the investigation was discontinued. No explanation for the discontinuation was provided by the SRSG.
14. In light of the investigation gaps indicated above, the Panel cannot agree with the SRSG that all leads in this case were followed. Moreover, in light of the information that was indeed available to the UNMIK Police as outlined above, including the availability of eye-witnesses, the Panel does not accept the SRSG’s comments that UNMIK could not have access to witnesses because their identity was “unknown” and that evidence had become “inaccessible” to the investigators due to the late reporting of the case (see § 75 above).
15. Similarly, the Panel recalls the SRSG’s argument that the lack of progress in this case could be attributed to the absence of witnesses or leads (see § 75 above). In this regard, the Panel, again, stresses that almost any investigation at its initial stage lacks information. Finding the necessary information to fill those gaps is the main goal of any investigative activity. Therefore, a lack of information at the beginning of the investigation should not be used as an argument to defend inaction by the investigative authorities. As explained above, the file does not reflect adequate action by UNMIK authorities to follow the available leads and obvious lines of enquiry. To the Panel this is sufficient evidence of UNMIK’s inaction. In addition, the Panel fears that such inaction indicates certain reluctance on the part of UNMIK Police to pursue the investigation, in particular when there were indications of politically motivated violence pointing towards persons associated with the KLA.
16. Further, as the Panel has previously observed, UNMIK Police and DOJ had implemented a policy conserving its limited investigative resources and concentrating only on the investigations “with a strong likelihood of suspect identification” (see HRAP, *Stevanović*, no. 289/09 opinion of 14 December 2014, at § 112). As the Panel also noted, this approach was in contrast to the description of the situation on the ground presented by the UN Secretary-General to the UN Security Council at around the same time and indicated a serious systemic failure (see *ibid*., § 116). In this particular case the suspects were named by eye-witnesses, thus creating the “strong likelihood of suspect identification”. However, even in its application, this policy was not followed.
17. Likewise, the file indicates no active involvement of a public prosecutor in this investigation, despite evidence that several UNMIK international prosecutors had been appointed to supervise the investigation of the case, at the latest by 2007 (see § 44 above). As the Panel has mentioned previously, a proper prosecutorial review of the investigative file might have ensured that certain investigative actions were undertaken and that additional recommendations were made, so that the case would not have remained inactive for long periods of time (see HRAP, *Stojković*, no. 87/09, opinion of 14 December 2013, § 160; HRAP, *Buljević*, opinion of 13 December, at § 120). Thus, in the Panel’s view, the prosecutorial review of the case was far from being adequate.
18. The apparent lack of any reaction from UNMIK Police, either immediately or at later stages, may have suggested to perpetrators that the authorities were either not able, or not willing to conduct investigations into disappearances of people. Such an attitude of the authorities towards the gravest crimes in any society, and especially in post-conflict circumstances, inevitably creates a culture of impunity among the criminals and can only lead to a worsening of the situation. The problems which UNMIK had encountered at the beginning of its mission, which were discussed above, do not justify such inaction, either at the outset or subsequently. Certainly, in the Panel’s view, such inaction did not help UNMIK to defuse the “[t]empers and tensions … running high amongst all ethnic groups, exacerbated by reports of missing and dead persons”, mentioned by the SRSG (see § 70 above).
19. The Panel is aware that the duty to investigate is not breached merely because the investigation does not produce a satisfactory result. Nevertheless, such an investigation must be undertaken in a serious manner and not be a mere formality. The Panel considers that, having regard to all the circumstances of the particular case, not all reasonable steps were taken by UNMIK towards identifying the perpetrators and bringing them to justice. In this sense the Panel considers that the investigation was not adequate and did not comply with the requirements of promptness, expedition and effectiveness (see § 89 above), as required by Article 2 of the ECHR.
20. Finally, in relation to the procedural requirement of public scrutiny, the Panel recalls that Article 2 also entails that the victim’s next-of-kin be involved in the investigation to the extent necessary to safeguard his or her legitimate interests. The Panel notes that, with respect to the case of Mr Milivoje Đuričić, there is no documented contact between UNMIK investigators and the complainant or any other family member. With respect to the case of Mr Jovan Savić, the Panel notes that the only contact between UNMIK Police and the family members was a telephone conversation with Mr Jovan Savić’s sister, B.I. in December 2004 (see § 34 above). No statement was ever taken by UNMIK Police and no further contact, with the complainant or other family members, is documented in the file. The Panel also recalls the statement contained in the criminal complaint filed by Mr Jovan Savić’s sister and Mr Milivoje Đuričić’s wife with the Pejë/Peć DPPO that they had not been able to obtain “a single detail” on the investigations (see § 41 above). The Panel therefore considers that the investigation was not open to any public scrutiny, as required by Article 2 of the ECHR (see, *a contrario*, ECtHR [GC], *Mustafa Tunç v. Turkey*, no. 24014/05, judgment of 14 April 2015, §§ 210-216).
21. The Panel also recalls the SRSG’s comment that the present case is similar to other cases of killings, abductions and disappearances where UNMIK’s investigations “inevitably” stalled due to the lack of evidence and witnesses (see § 76 above). For its part, the Panel, in light of the shortcomings and deficiencies in the investigation described above, considers that the case of Mr Milivoje Đuričić and Mr Jovan Savić, as well as other cases of killings, abductions and disappearances previously examined, well exemplify a pattern of perfunctory and unproductive investigations conducted by the UNMIK Police into killings and disappearances in Kosovo (see § 104 above; compare with HRC, *Abubakar Amirov and Aïzan Amirova v. Russian Federation*, cited in § 101 above, at § 11.4; see also HRAP, *Bulatović*, cited in § 82 above, at §§ 85 and 101).
22. Therefore, considering all stated above, the Panel concludes that UNMIK failed to carry out an effective investigation into the abduction and disappearance of Mr Milivoje Đuričić and Mr Jovan Savić. There has accordingly been a violation of Article 2, procedural limb, of the ECHR.

## Alleged violation of Article 3 of the ECHR

1. The Panel considers that the complainants invoke, in substance, a violation of the right to be free from inhumane or degrading treatment arising out of the disappearance of their family members, as guaranteed by Article 3 of the ECHR.

### The scope of the Panel’s review

1. The Panel will consider the allegations under Article 3 of the ECHR, applying the same scope of review as was set out with regard to Article 2 (see §§ 55 - 60 above).
2. The Panel recalls that the European Court of Human Rights has found on many occasions that a situation of enforced disappearance gives rise to a violation of Article 3 in respect of close relatives of the victim. It emphasises that, concerning Article 3, “the essence of such a violation does not so much lie in the fact of the ‘disappearance’ of the family member but rather concerns the authorities’ reactions and attitudes to the situation when it is brought to their attention” (see, e.g., ECtHR [GC], *Çakici v. Turkey*, no. 23657/94, judgment of 8 July 1999, § 98, *ECHR*, 1999-IV; ECtHR [GC], *Cyprus v. Turkey*, no. 25781/94, judgment of 10 May 2001, § 156, *ECHR*, 2001-IV; ECtHR, *Orhan v. Turkey*, no. 25656/94, judgment of 18 June 2002, § 358; ECtHR, *Bazorkina v. Russia*, cited in § 100 above, at § 139; ECtHR, *Palić v. Bosnia and Herzegovina,* cited in § 89 above, at § 74; ECtHR, *Alpatu Israilova v. Russia*, no. 15438/05, judgment of 14 March 2013, § 69; see also HRAP, *Zdravković*, no. 46/08, decision of 17 April 2009, § 41). “It is especially in respect of the latter that a relative may claim directly to be a victim of the authorities’ conduct” (see, among others, ECtHR, *Er and Others v. Turkey*, no. 23016/04, judgment of 31 July 2012, § 94).
3. Lastly, where mental suffering caused by the authorities’ reactions to the disappearance is at stake, the alleged violation is contrary to the substantive element of Article 3 of the ECHR, not its procedural element, as is the case with regard to Article 2 (ECtHR, *Gelayevy v. Russia*, no. 20216/07, judgment of 15 July 2010, §§ 147 - 148).

### The Parties’ submissions

1. The complainants allege that the lack of information and certainty surrounding the abduction and disappearance of Mr Milivoje Đuričić and Mr Jovan Savić, particularly because of UNMIK’s failure to properly investigate it, caused mental suffering to them and their family.
2. With respect to Article 3, the SRSG states that while most of the jurisprudence on Article 3 has developed in relation to disappearances attributable to the State or its agents, the European Court has also determined that a violation of Article 3 can also arise “where the failure of the authorities to respond to the quest for information by the relatives or the obstacles placed in their way, leaving them to bear the brunt of the efforts to uncover any facts, may be regarded as disclosing a flagrant, continuous and callous disregard of an obligation to account for the whereabouts and fate of a missing person”.
3. Concerning the case at issue, the SRSG states that the complainants did not witness the disappearance of their family members, “neither were they in close proximity to the location at the time it occurred”. With respect to the conduct of the authorities when addressing the families’ enquiries, the SRSG states that “there are no allegations made by the Complainants of any bad faith on the part of UNMIK staff involved with the matter, nor of any action by UNMIK that would have evidenced any disregard for the seriousness of the matter or the emotions of the Complainants and of their families”. The SRSG submits that “there is no evidence that UNMIK, when responding to enquiries of the Complainants, acted in a manner which may amount to a violation of Article 3 ECHR”.
4. The SRSG does not dispute the mental anguish and suffering of the complainants; however he argues that this is not attributable to UNMIK as it is rather “a result of the inherent suffering caused by the disappearance of a close family member”. He states that, in this sense, the European Court has held that the suffering of family members must have a “character distinct” from the emotional distress which may be regarded as inevitably caused to the relatives of a victim of a serious human rights violation.
5. Therefore, according to the SRSG, this part of the complaint should also be rejected by the Panel.

### The Panel’s assessment

#### General principles concerning the obligation under Article 3

1. Like Article 2, Article 3 of the ECHR enshrines one of the most fundamental values in democratic societies (ECtHR, *Talat Tepe v. Turkey*, no. 31247/96, 21 December 2004, § 47; ECtHR [GC], *Ilaşcu and Others v. Moldova and Russia*, no. 48787/99, judgment of 8 July 2004, ECHR, 2004-VII, § 424). As confirmed by the absolute nature conferred on it by Article 15 § 2 of the ECHR, the prohibition of torture and inhuman and degrading treatment still applies even in most difficult circumstances.
2. Setting out the general principles applicable to situations where violations of the obligation under Article 3 of the ECHR are alleged, the Panel notes that the phenomenon of disappearance constitutes a complex form of human rights violation that must be understood and confronted in an integral fashion (see IACtHR, *Velásquez-Rodríguez v. Honduras*, cited in § 85 above, at § 150).
3. The Panel observes that the obligation under Article 3 of the ECHR differs from the procedural obligation on the authorities under Article 2. Whereas the latter requires the authorities to take specific legal action capable of leading to identification and punishment of those responsible, the former is more general and humanitarian and relates to their reaction to the plight of the relatives of those who have disappeared or died.
4. The HRC has also recognised disappearances as a serious violation of human rights. In its decision of 21 July 1983, in the case *Quinteros v. Urugay*, it stated that disappearances constitute serious violations of the rights of the disappeared person’s relatives, who suffer from deep anguish which persists for as long as the uncertainty concerning the fate of their loved one continues, often for many years (see HRC, Communication No. 107/1981, U.N. Doc. CCPR/C/OP/2 at 138 (1990), § 14). Moreover, in its decision of 15 July 1994 in the case *Mojica v. Dominican Republic*, the HRC has deemed that “the disappearance of persons is inseparably linked to treatment that amounts to a violation of article 7 [of the Covenant]”, also prohibiting torture, inhumane or degrading treatment and punishment (see HRC, Communication No. 449/1991, U.N. Doc. CCPR/C/51/D/449/1991 (1994), § 5.7).
5. With respect to the question whether a member of the family of a disappeared person can be considered the victim of a treatment contrary to Article 3 of the ECHR, the Panel refers to the case law of the European Court of Human Rights and to its own case law. The European Court accepts that this may be the case, depending on the existence of “special factors which give the suffering of the [family member] a dimension and character distinct from the emotional distress which may be regarded as inevitably caused to relatives of a victim of a serious human rights violation”. The Court further holds that “relevant elements will include the proximity of the family tie, the particular circumstances of the relationship, the extent to which the family member witnessed the events in question, the involvement of the family member in the attempts to obtain information about the disappeared person and the way in which the authorities responded to those enquiries” (see ECtHR, *Basayeva and Others v. Russia*, nos. 15441/05 and 20731/04, judgment of 28 May 2009, § 159; ECtHR, *Er and Others v. Turkey*, cited in § 129 above, at § 94).
6. The Panel takes note that, when assessing the emotional suffering of the victims, the European Court also considers the following circumstances: the length of the disappearance itself and of the period with no information on the fate of the missing person and on the investigation undertaken by the authorities; the delay in initiation of criminal investigation into the disappearance; the absence of any “meaningful” action by the authorities, despite the fact that the complainants approached them to report the disappearance of their relative and to share with them the information they had; lack of any plausible explanation or information as to the fate of their missing relatives despite personal or written inquiries with official bodies (see, among others, ECtHR, *Er and Others v. Turkey,* cited above, § 96; ECtHR, *Osmanoğlu v. Turkey,* no. 48804/99, judgment of 24 January 2008, § 97). Another factor leading to a finding of violation of Article 3 of the ECHR is the continuous nature of the psychological suffering of relatives of a victim of a disappearance (ECtHR, *Salakhov and Islyamova v. Ukraine,* no. 28005/08, judgment of 14 March 2013, § 201).
7. The HRC has also considered the issue and recognised family members of disappeared or missing persons as victims of a violation of Article 7 of the Covenant: parents (*Boucherf v. Algeria*, Communication No. 1196/2003, views of 30 March 2006, § 9.7, CCPR/C/86/D/1196/2003), children (*Zarzi v. Algeria*, Communication No. 1780/2008, views of 22 March 2011, § 7.6, CCPR/C/101/D/1780/2008), siblings (*El Abani v. Libyan Arab Jamahiriya,* Communication No. 1640/2007, views of 26 July 2010, § 7.5, CCPR/C/99/D/1640/2007), spouses (*Bousroual v. Algeria*, Communication No. 992/2001, views of 30 March 2006, § 9.8, CCPR/C/86/D/992/2001), aunts and uncles (*Benaniza v Algeria,* views of 26 July 2010, § 9.4, CCPR/C/99/D/1588/2007, *Bashasha v. Libyan Arab Jamahiriya*, views of 20 October 2010, § 7.2, CCPR/C/100/D/1776/2008). It justifies this broad understanding of victim status by the suffering and distress that is caused to family members by the disappearance of an individual, which is often exacerbated by the authorities’ insufficient efforts to investigate the disappearance in order to establish the fate of the victim and to bring perpetrators to justice (*Aboussedra v. Libyan Arab Jamahiriya*, Communication No. 1751/2008, views of 25 October 2010, § 7.5, CCPR/C/100/D/1751/2008). In the case *Amirov v. Russian Federation* the Committee observed that “[w]ithout wishing to spell out all the circumstances of indirect victimisation, the Committee considers that the failure of a State party responsibly to discharge its obligations to investigate and clarify the circumstances of the harm suffered by the direct victim will be usually be a factor. Additional factors may be necessary. In the present case, the Committee notes the horrific conditions in which the author came to find his wife's mutilated remains (…), followed by the dilatory, sporadic measures undertaken to investigate the circumstances that have led to the above findings of violations of articles 6 and 7, read together with article 2, paragraph 3. The Committee considers that, taken together, the circumstances require the Committee to conclude that the author's own rights under article 7 have also been violated” (HRC, *Abubakar Amirov and Aïzan Amirova v. Russian Federation*, cited in § 101 above, at § 11.7).
8. The Panel also takes into account that according to the European Court, the analysis of the authorities’ reaction should not be confined to any specific manifestation of the authorities’ attitudes, isolated incidents or procedural acts; on the contrary, in the Court’s view, an assessment of the way in which the authorities of the respondent State reacted to the applicants’ enquiries should be global and continuous (see ECtHR, *Açiș v. Turkey*, no. 7050/05, judgment of 1 February 2011, § 45).
9. In this respect, it is the position of the European Court that findings under the procedural limb of Article 2 would also be of direct relevance in considering the existence of a violation of Article 3 (see ECtHR, *Basayeva and Others v. Russia*, cited in § 141 above, at § 109; ECtHR, *Gelayevy v. Russia*, cited in § 130 above, at § 147; ECtHR, *Bazorkina v. Russia*, cited in § 100 above, at § 140).
10. The Panel observes that the European Court has already found violations of Article 3 of the ECHR in relation to disappearances in which the State itself was found to be responsible for the abduction (see ECtHR, *Luluyev and Others v. Russia*, no. 69480/01, judgment of 9 November 2006, §§ 117 - 118; ECtHR, *Kukayev v. Russia*, no. 29361/02, judgment of 15 November 2007, §§ 107 - 110). However, in contrast, in the case under the Panel’s consideration, in no way is UNMIK implicated in the actual disappearance and UNMIK cannot be held responsible for the applicants’ mental distress caused by the commission of the crime itself.
11. The Panel is mindful that in the absence of a finding of State responsibility for the disappearance, the European Court has ruled that it is not persuaded that the authorities’ conduct, albeit negligent to the extent that it has breached Article 2 in its procedural aspect, could have in itself caused the applicant mental distress in excess of the minimum level of severity, which is necessary in order to consider treatment as falling within the scope of Article 3 (see, among others, ECtHR, *Tovsultanova v. Russia*, no. 26974/06, judgment of 17 June 2010, § 104; ECtHR, *Shafiyeva v. Russia*, no. 49379/09, judgment of 3 May 2012, § 103).

#### Applicability of Article 3 to the Kosovo context

1. With regard to the applicability of the above standards to the Kosovo context, the Panel first refers to its view on the same issue with regard to Article 2, developed above (see §§ 95- 105 above).
2. The Panel reiterates that a normally functioning law enforcement system should take into account the protection needs of victims and witnesses, as well as to consider the special vulnerability of displaced persons in post-conflict situations. The Panel has already considered the fact that by 2003 the police and justice system in Kosovo was described by the UN Secretary-General as being “well-functioning” and “sustainable” (see § 22 above).
3. The Panel again notes that it will not review relevant practices or alleged obstacles to the conduct of effective investigations *in abstracto*, but only in relation to their specific application to the complaint before it, considering the particular circumstances of the case.
4. For these reasons, the Panel considers that it has to establish with regard to each case whether the attitude and reactions of UNMIK authorities to the disappearance itself and to the complainants’ quest for information with regard to the fate of their relatives and the criminal investigation, would amount to a violation of the obligation under Article 3, having regard to the realities in Kosovo at the relevant time.

#### Compliance with Article 3 in the present case

1. Against this background, the Panel discerns a number of factors in the present case which, taken together, raise the question of violation of Article 3 of the ECHR.
2. The Panel notes the proximity of the family ties between the victims and the complainants who are Mr Milivoje Đuričić’s son and Mr Jovan Savić’s wife respectively.
3. The Panel recalls the failure established above in relation to the procedural obligation under Article 2, despite the fact that UNMIK Police had the necessary information to pursue investigation from the outset. In this respect, the Panel reiterates that from the standpoint of Article 3 it may examine UNMIK’s reactions and attitudes to the complainants in their entirety.
4. The Panel likewise notes that, even though they were not present at the moment of the abduction, the complainants and their families applied to several bodies in Kosovo and in Serbia proper to obtain information about the fate of Mr Milivoje Đuričić and Mr Jovan Savić. The Panel recalls that, in 2005, the complainants expressed their dissatisfaction about not receiving any information on the status of the investigation when filing a criminal report with the DPPO in Pejë/Peć (see § 41 above). The Panel also notes that in a WCIU report of October 2007 (see § 43) it is stated that the complainant Mrs Milijana Savić (as well as the wife of Mr Milivoje Đuričić) had explicitly requested the investigators to be heard in relation to the disappearance of their family members; however this was not done and neither complainant was ever contacted or interviewed by UNMIK. Further, The Panel reiterates that from the standpoint of Article 3 it may examine UNMIK’s reactions and attitudes to the complainants in their entirety.
5. Drawing inferences from UNMIK’s failure to provide a plausible explanation for the lack of contact with the complainants, the Panel considers that this situation, which continued into the period of the Panel’s temporal jurisdiction, caused grave uncertainty about the fate of their family members and the status of the investigation.
6. In view of the above, the Panel concludes that the complainants suffered severe distress and for a prolonged and continuing period of time on account of the way the authorities of UNMIK have dealt with their complaints and as a result of their inability to find out what happened to Mr Milivoje Đuričić and Mr Jovan Savić. In this respect, it is obvious that, in any situation, the pain of a son or wife who has to live in uncertainty about the fate of his or her family member must be unbearable.
7. The Panel further notes that its findings concerning the systemic problems related to procedural aspects of Article 2 (see §§ 105 and 126 above) are also of direct relevance here.
8. For the aforementioned reasons, the Panel concludes that, by its behaviour, UNMIK contributed to the distress and mental suffering of the complainants, in violation of Article 3 of the ECHR.
9. CONCLUDING COMMENTS AND RECOMMENDATIONS
10. In light of the Panel’s findings in this case, the Panel is of the opinion that some form of reparation is necessary.
11. The Panel notes that enforced disappearances constitute serious violations of human rights which shall be investigated and prosecuted under any circumstances. The Panel also notes that UNMIK as the territorial administration of Kosovo from 1999 to 2008 had the primary responsibility to effectively investigate the abduction and disappearance of Mr Milivoje Đuričić and Mr Jovan Savić, and that its failure to do so constitutes a further serious violation of the rights of the victims and their next-of-kin, in particular the right to have the truth of the matter determined.
12. The Panel notes the SRSG’s own concerns that the inadequate resources, especially at the outset of UNMIK’s mission, made compliance with UNMIK’s human rights obligations difficult to achieve.
13. It would normally be for UNMIK to take the appropriate measures in order to put an end to the violation noted and to redress as far as possible the effects thereof. However, as the Panel noted above (see § 25 above), UNMIK’s responsibility with regard to the administration of justice in Kosovo ended on 9 December 2008. UNMIK therefore is no longer in a position to take measures that will have a direct impact on the investigations that are still pending before EULEX or local authorities. Likewise, following the unilateral declaration of independence by the Kosovo Provisional Institutions of Self-Government on 17 February 2008, and subsequently the entry into force of the Kosovo Constitution on 15 June 2008, UNMIK ceased to perform executive functions in Kosovo, this fact limiting its ability to provide full and effective reparation of the violation committed, as required by established principles of international human rights law.
14. The Panel considers that this factual situation does not relieve UNMIK from its obligation to redress as far as possible the effects of the violations for which it is responsible.

**With respect to the complainants and the case the Panel considers appropriate that UNMIK:**

**-** In line with the case law of the European Court of Human Rights on situations of limited State jurisdiction (see ECtHR [GC], *Ilaşcu and Others v. Moldova and Russia*, cited in § 137 above, at § 333; ECtHR, *Al-Saadoon and Mufdhi v. United Kingdom*, no. 61498/08, judgment of 2 March 2010, § 171; ECtHR [GC]), *Catan and Others v. Moldova and Russia*, nos. 43370/04, 8252/05 and 18454/06, judgment of 19 October 2012, § 109), must endeavour, with all the means available to it *vis-à-vis* competent authorities in Kosovo, to obtain assurances that the investigations concerning the case at issue will be continued in compliance with the requirements of an effective investigation as envisaged by Article 2, that the circumstances surrounding the abduction and disappearance of Mr Milivoje Đuričić and Mr Jovan Savić will be established and that the possible perpetrators will be brought to justice. The complainants and/or other next-of-kin shall be informed of such proceedings and relevant documents shall be disclosed to them, as necessary;

**-** Publicly acknowledges, including through media, within a reasonable time, responsibility with respect to UNMIK’s failure to adequately investigate the abduction and disappearance of Mr Milivoje Đuričić and Mr Jovan Savić, as well as the distress and mental suffering subsequently incurred, and makes a public apology to the complainants and their family in this regard;

**-** Takes appropriate steps towards payment of adequate compensation to the complainants for the moral damage suffered due to UNMIK’s failure to conduct an effective investigation, as well as for the distress and mental suffering incurred by them as a consequence of UNMIK’s behaviour.

**The Panel also considers appropriate that UNMIK:**

**-** In line with the UN General Assembly Resolution on Basic Principles and Guidelines on the Right to a Remedy and Reparation for Victims of Gross Violations of International Human Rights Law and Serious Violations of International Humanitarian Law (A/Res/60/147, 21 March 2006), takes appropriate steps, through other UN affiliated entities operating in Kosovo, local bodies and non-governmental organisations, for the realisation of a full and comprehensive reparation programme, including restitution compensation, rehabilitation, satisfaction and guarantees of non-repetition, for the victims from all communities of serious violations of human rights which occurred during and in the aftermath of the Kosovo conflict;

**-** Takes appropriate steps before competent bodies of the United Nations, including the UN Secretary-General, towards the allocation of adequate human and financial resources to ensure that international human rights standards are upheld at all times by the United Nations, including when performing administrative and executive functions over a territory, and to make provision for effective and independent monitoring.

**FOR THESE REASONS,**

The Panel, unanimously,

1. **FINDS THAT THERE HAS BEEN A VIOLATION OF THE PROCEDURAL OBLIGATION UNDER ARTICLE 2 OF THE EUROPEAN CONVENTION ON HUMAN RIGHTS;**
2. **FINDS THAT THERE HAS BEEN A VIOLATION OF THE SUBSTANTIVE OBLIGATION UNDER ARTICLE 3 OF THE EUROPEAN CONVENTION ON HUMAN RIGHTS;**
3. **RECOMMENDS THAT UNMIK:**
4. **URGES THE COMPETENT AUTHORITIES IN KOSOVO TO TAKE ALL POSSIBLE STEPS IN ORDER TO ENSURE THAT THE CRIMINAL INVESTIGATION INTO THE ABDUCTION AND DISAPPEARANCE OF MR MILIVOJE ĐURIČIĆ AND MR JOVAN SAVIć IS CONTINUED IN COMPLIANCE WITH ARTICLE 2 OF THE ECHR AND THAT THE PERPETRATORS ARE BROUGHT TO JUSTICE;**
5. **PUBLICLY ACKNOWLEDGES, INCLUDING THROUGH MEDIA, RESPONSIBILITY FOR ITS FAILURE TO CONDUCT AN EFFECTIVE INVESTIGATION INTO THE ABDUCTION AND DISAPPEARANCE OF MR MILIVOJE ĐURIČIĆ AND MR JOVAN SAVIć , AS WELL AS FOR DISTRESS AND MENTAL SUFFERING INCURRED, AND MAKES A PUBLIC APOLOGY TO THE COMPLAINANTS AND THEIR FAMILIES;**
6. **TAKES APPROPRIATE STEPS TOWARDS PAYMENT OF ADEQUATE COMPENSATION TO THE COMPLAINANTS FOR MORAL DAMAGE IN RELATION TO THE FINDING OF VIOLATIONS OF ARTICLE 2 AND ARTICLE 3 OF THE ECHR;**
7. **TAKES APPROPRIATE STEPS TOWARDS THE REALISATION OF A FULL AND COMPREHENSIVE REPARATION PROGRAMME;**
8. **TAKES APPROPRIATE STEPS AT THE UNITED NATIONS AS A GUARANTEE OF NON REPETITION;**
9. **TAKES IMMEDIATE AND EFFECTIVE MEASURES TO IMPLEMENT THE RECOMMENDATIONS OF THE PANEL AND TO INFORM THE COMPLAINANTS AND THE PANEL ABOUT FURTHER DEVELOPMENTS IN THIS CASE.**

Andrey Antonov Marek Nowicki

Executive Officer Presiding Member

*Annex*

# ABBREVIATIONS AND ACRONYMS

**CCIU** - Central Criminal Investigation Unit

**CCPR –** International Covenant on Civil and Political Rights

**DOJ** - Department of Justice

**DPPO** - District Public Prosecutor’s Office

**ECHR** - European Convention on Human Rights

**ECtHR**- European Court of Human Rights

**EU** – European Union

**EULEX** - European Union Rule of Law Mission in Kosovo

**FRY** - Federal Republic of Yugoslavia

**HRAP** - Human Rights Advisory Panel

**HLC** - Humanitarian Law Centre

**HRC** - United Nation Human Rights Committee

**IACtHR -** Inter-American Court of Human Rights

**ICMP** - International Commission of Missing Persons

**ICRC** - International Committee of the Red Cross

**ICTY** - International Criminal Tribunal for former Yugoslavia

**KFOR** - International Security Force (commonly known as Kosovo Force)

**KLA** - Kosovo Liberation Army

**MoU -** Memorandum of Understanding

**MPU** - Missing Persons Unit

**MUP** - Ministry of Internal Affairs (Serbian: *Министарство унутрашних послова*)

**NATO** - North Atlantic Treaty Organization

**OMPF** - Office on Missing Persons and Forensics

**OSCE** - Organization for Security and Cooperation in Europe

**SRSG** - Special Representative of the Secretary-General

**UN** - United Nations

**UNHCR** - United Nations High Commissioner for Refugees

**UNMIK** - United Nations Interim Administration Mission in Kosovo

**VRIC** - Victim Recovery and Identification Commission

**WCIU** - War Crimes Investigation Unit

1. A list of abbreviations and acronyms contained in the text can be found in the attached Annex. [↑](#footnote-ref-1)
2. The references drawn upon by the Panel in setting out this general background include: OSCE, “As Seen, as Told”, Vol. 1 (October 1998 – June 1999) and Vol. II (14 June – 31 October 1999); quarterly reports of the UN Secretary-General on the United Nations Interim Administration in Kosovo; UNMIK Police Annual Reports (2000, 2001); Humanitarian Law Centre, “Abductions and Disappearances of non-Albanians in Kosovo” (2001); Humanitarian Law Centre, “Kosovo Memory Book” (htpp://www.kosovomemorybook.org); UNMIK Office on Missing Persons and Forensics, Activity Report 2002-2004; European Court of Human Rights, *Behrami and Behrami v. France* and *Saramati v. France, Germany and Norway*, nos. 71412/01 and78166/01, decision of 2 May 2007; International Commission on Missing Persons, “The Situation in Kosovo: a Stock Taking” (2010); data issued by the United Nations High Commissioner for Refugees, (available at [www.unhchr.org](http://www.unhchr.org)) and by the International Committee of the Red Cross (available at <http://familylinks.icrc.org/kosovo/en>). [↑](#footnote-ref-2)
3. The ICRC database is available at: http://familylinks.icrc.org/kosovo/en/pages/search-persons.aspx (accessed on 22 June 2015). [↑](#footnote-ref-3)
4. The OMPF database is not open to public. The Panel accessed it with regard to this case on 22 June 2015. [↑](#footnote-ref-4)
5. The ICMP database is an electronic source available at: http://www.ic-mp.org/fdmsweb/index.php?w=mp\_details&l= en (accessed on 22 June 2015). [↑](#footnote-ref-5)