

Annual Report 2016

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Director-General's Report



Kathryne Bomberger
Director-General

The year began with a major conference at the UN Security Council in New York. On 27 January 2016, jointly with the mission of the United Kingdom to the UN, we brought together diplomats and experts to explore core aspects of the global missing persons crisis, and to consider realistic strategic solutions. During the meeting, UN High Commissioner for Human Rights Zeid Ra'ad Al Hussein highlighted the need for appropriate legislation and effective institutional mechanisms to clarify the fate of missing persons. He

stressed that the process must be “transparent and depoliticized,” and he said that families of the missing must play a central role.

The New York meeting reflected an emerging international understanding that – like organized crime, people trafficking and drug smuggling, for example – the issue of missing persons cuts across judicial and national jurisdictions and must be addressed through dedicated techniques and

strategies. The massive number of people who go missing every year as a consequence of conflict, disasters, migration, organized crime and other causes represents a global challenge that demands a coordinated and specialized global response.

At the UN conference, ICMP announced its intention to establish an Inter-Agency Committee on Missing Persons (IAC) to coordinate its efforts with those of other international organizations working on this issue. The first meeting of the IAC took place on 9 December, when ICMP and the International Organization for Migration (IOM) convened a day-long Inter-Agency Roundtable at ICMP's headquarters in The Hague to examine current provisions for processing and managing data on missing refugees and migrants, and provisions for improved data collection, data sharing and analysis, and other mechanisms to help resolve the fate of the missing. During 2016, ICMP worked continuously to develop its cooperation with the IOM and with the Italian authorities in order to address the crisis of missing migrants in the Mediterranean.

In March, Colombia's Ambassador to the Netherlands, Juan Jose Quintana, hosted a meeting of diplomats from the Group of Latin American

Countries in The Hague to highlight ICMP's work and to discuss the issue of missing and disappeared persons in the region. Sri Lanka's Ambassador to the Netherlands, A.M.J. Sadiq, hosted an ICMP presentation in April for ambassadors from Asia. In May, ICMP and the Embassy of the United Kingdom organized a seminar in The Hague for diplomats and representatives of international organizations, and national and local authorities. These events allowed ICMP to communicate the scale of the missing persons issue and explain the tools that now exist to address the issue effectively.

In March, ICMP and the Guatemalan Forensic Anthropology Foundation held two roundtables in Sri Lanka, one in the eastern port of Trincomalee and the other in the capital, Colombo, to bring stakeholders together and examine steps that have to be taken in order to establish a systematic and effective process to account for the missing from Sri Lanka's 25-year conflict.

At the end of May, ICMP participated in the 13th Biennial Conference of the International Association of Women Judges (IAWJ) in Washington D.C., where there was a clear consensus among the 900 participating judges from 82 countries, about the

need for a coherent and coordinated international response to the challenge of missing persons. In the last 30 years, there has been a decisive move to address the gaps in humanitarian law by embracing a rule-of-law approach to the issue.

On 29 June, ICMP marked the 20th anniversary of its foundation at the G-7 Summit in Lyon. One of the anniversary events was a two-day conference hosted in Sarajevo by ICMP and the Regional Coordination of Families of the Missing from the Former Yugoslavia. Speakers at the conference, on 14 and 15 June, stressed the need to depoliticize the issue of missing persons and enforced disappearances, and examined the role of memorialization and reparations.

On 7 July, Dutch Foreign Minister Bert Koenders and Mayor of The Hague Jozias van Aartsen joined Her Majesty Queen Noor, ICMP Chair Thomas Miller and the other members of the Commission, as well as representatives of families of the missing from around the world, at the formal opening of ICMP's new headquarters at Koninginnegracht 12 in The Hague.

This inauguration reflected ICMP's systematic evolution in line with the global mandate that was granted to the organization through the Agreement on the Status and Functions of ICMP, signed by five states in December 2014, which certified ICMP's status as a treaty-based international organization. The headquarters and the new DNA lab that will be co-located with it will deliver targeted and effective

support to governments and other stakeholders throughout the world.

Also on 7 July, Thomas Miller and the Prosecutor of the International Criminal Court (ICC), Fatou Bensouda, signed a Memorandum of Understanding on strengthening cooperation between ICMP and the Court. This was just the latest in a series of agreements reached with international organizations since ICMP's new global mandate was established in 2014. ICMP participated at the ICC Assembly of State Parties plenary session in November, highlighting the rule-of-law approach to accounting for the missing and examining the context of missing persons cases linked to war crimes.

On 8 July, ICMP hosted a "Profiles of the Missing" seminar in The Hague with speakers from around the world who have personally experienced the loss of a loved one as a result of conflict, human rights abuse, disaster or organized crime. Speakers stressed that a key element in any successful effort to account for missing persons is for families to come together and engage the authorities with a single and effective voice.

To mark the Day of the Disappeared on 30 August, ICMP organized a global "virtual candle" social media campaign, encouraging thousands of Facebook users to light a virtual candle in solidarity with those who are striving to account for missing loved ones.

On the same day, ICMP launched its restructured Online Inquiry Center (OIC). The OIC can be accessed by families of the missing and others to provide or obtain information about a missing person. Currently, it can be accessed in English, Arabic, Spanish, Albanian, and Bosnian/Croatian/Serbian. More languages will be added in due course. Earlier in the month, ICMP presented the OIC and the Identification Data Management System (iDMS) at a seminar on Big Data for Peace and Justice organized at Leiden University in The Hague.

ICMP participated on 14 October in a panel debate in Washington DC devoted to the peace and justice element of the UN Sustainable Development Goals. At the conference, ICMP explored the challenges and the promise of integrating new technologies such as affordable real-time satellite imagery, access to social media and other forms of big data, and revolutionary DNA methods, to deliver concrete advances in missing persons registration and identification and mass grave discovery, and examined ways in which these can be applied to improve justice mechanisms, societal security, human rights and the rule-of-law.

Under the peace agreement between the Government of Colombia and the Revolutionary Armed Forces of Colombia (FARC), ratified by the Colombian Congress at the end of November 2016, ICMP is tasked with providing recommendations on establishing a Search Unit to account for those who have gone missing as a result of the conflict. ICMP has launched a new program in Colombia to carry out this

task. It will seek to provide input on international best practice and facilitate the work of the Search Unit and any other related institutions as required. ICMP has been helping Colombia to account for missing persons since 2008.

During 2016, ICMP extended its program in Iraq at the request of the authorities. ICMP's current work involves helping the authorities to strengthen operational and technical capacities, including providing training in mass grave excavations, crime scene management, and mortuary procedures; providing guidance on effective operational planning, inter-agency cooperation and chain of custody; upgrading mortuary facilities; and ensuring that field operations have adequate resources and equipment.

ICMP began extensive consultations with governments and other international organizations on the massive missing persons crisis created by the conflict in Syria, and laid the foundations for a program to work with Syrian refugees in neighboring countries.

ICMP continued to work during 2016 with the authorities and others in the Western Balkans to account for the remaining 12,000 persons missing from the conflicts of the 1990s. At the beginning of the year, ICMP launched a comprehensive and thorough effort to identify thousands of human remains in mortuaries in Bosnia and Herzegovina. It also secured the commitment of the authorities in Bosnia and Herzegovina, Serbia, Kosovo and Croatia

to cooperate fully in compiling a Regional List of missing persons, which will eliminate duplication of cases and facilitate identifications through enhanced information sharing. ICMP continued to provide training and technical assistance to agencies engaged in the search for missing persons in different parts of the region. In 2016, ICMP and the Albanian authorities discussed ways of formalizing cooperation so that ICMP can help the authorities begin a thoroughgoing and transparent process to account for persons who went missing during the Communist era.

Throughout the year, ICMP took steps to develop its DNA laboratory capacity. On 3 October, QIAGEN, the biotechnology company, and ICMP announced their collaboration on a project using next-generation sequencing (NGS) technologies. QIAGEN and ICMP will work together at ICMP's laboratory in The Hague to develop and validate a complete NGS solution, including QIAGEN's "Sample to Insight" GeneReader NGS System and other QIAGEN workflow solutions, as well as innovative forensic panels designed for identification of missing persons using single nucleotide polymorphisms.

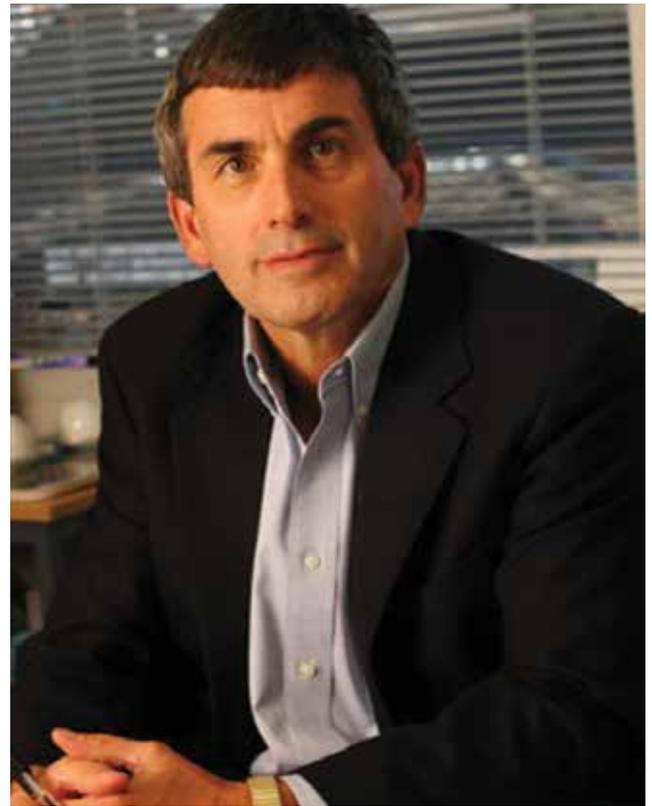
I believe this brief survey will give a sense of the scope of ICMP's activities in 2016 – and illustrate the demand for these activities. Our objective now is to develop our cross-cutting programs in such a way that we can respond to the global need for a targeted and effective response to missing persons scenarios in an even more effective and timely way.



Kathryne Bomberger

Director-General

Report by Chair



Ambassador (ret) Thomas J. Miller
Chairman

In 2016, the ICMP Commissioners devoted considerable time and energy to the twin tasks of charting the organization's strategic direction and securing the funds that are needed so that ICMP can implement its global mandate. I am happy to report that substantial progress was made in both areas.

The meeting at UN headquarters in New York at the start of the year gave an important boost to the process of formulating broad parameters for an

effective international response to the challenge of missing persons. At the UN conference it became clear that there is a new awareness of the scale of the missing persons issue and – importantly – of the manner in which it affects a whole swathe of interconnected challenges facing the international community: the conflicts in Iraq and Syria, instability in many parts of Africa, the migration crises in the Mediterranean, and in Central America and South Asia. These unfolding tragedies have created large

numbers of missing persons – and accounting for the missing is an integral and essential element in finding sustainable solutions. Global security cannot be secured without addressing the global challenge of missing persons.

In addition to ICMP's continuous work in the Western Balkans, Libya, Iraq, and other countries, in 2016 ICMP was invited by the parties to the peace agreement in Colombia to assist in accounting for the tens of thousands of persons missing from the 50-year conflict. ICMP has been working with the Colombian authorities for almost a decade, helping to develop institutional capacity to account for such a large number of missing. Now, we will build on the progress that has already been made, with a view to helping the authorities accelerate their response.

ICMP worked steadily through the year to establish a sustainable financial structure, and by December – as a result of significant contributions from key donors – it was possible to begin increasing personnel strength and capacity in a substantial way. We have been able to begin the process of placing ICMP on a stable financial footing by making a compelling case for the crucial role that it now plays in ensuring the

sustainability of recovery following major conflict and disaster.

In June, ICMP welcomed Dr. Surin Pitsuwan, former Foreign Minister of Thailand and Secretary-General of ASEAN, as a Commissioner. Dr. Pitsuwan's experience of supranational structures and key issues related to East Asia will be invaluable as ICMP develops its portfolio of activities.

As the scale of the global missing persons challenge becomes clearer, ICMP is in a position to address the problem in a uniquely effective way. During 2016 we were able to set in place the structures that can now be developed so that ICMP has the resources to apply its social, political and scientific expertise wherever in the world it may be needed.



Ambassador Thomas J. Miller,
Former US Ambassador

Chairman

I. About ICMP

ICMP works with governments, civil society organizations, judicial institutions, international organizations and others throughout the world to address the issue of missing and disappeared persons from armed conflict, human rights abuses, disasters, migration, organized crime and other causes.

As the only international organization that is exclusively dedicated to this issue, ICMP is actively engaged in

developing institutional and civil society capacity, promoting legislation, fostering social and political advocacy, and developing and providing technical expertise to locate and identify the missing.

1.1. Governance

The ICMP Board of Commissioners oversees the work of ICMP. The Director-General manages and directs the organization, while cross-cutting programs are managed by directors. The Agreement on the Status and Functions of the International Commission on Missing Persons establishes a Conference of State Parties and a Financial Committee. To date, nine States have signed the Agreement and four have ratified: the United Kingdom, Sweden, the Netherlands, Luxembourg, Belgium, El Salvador, Chile, Cyprus and Serbia.

1.2. Board of Commissioners

ICMP's Board of Commissioners is chaired by Ambassador (ret) Thomas J. Miller and comprises distinguished individuals active in the fields of diplomacy and human rights.



**Rt. Hon.
Alistair Burt**

UK government minister and Member of Parliament. ICMP Commissioner since December 2013.



**H.E. Ambassador Rolf
Ekéus**

Former OSCE High Commissioner on National Minorities. ICMP Commissioner since April 2005.



**Her Majesty Queen
Noor of Jordan**

ICMP Commissioner since June 2001.



H.E. Wim Kok

Former Prime Minister of the Netherlands. ICMP Commissioner since June 2002.



Dr. Surin Pitsuwan

Former Foreign Minister of Thailand and Secretary-General of ASEAN. ICMP Commissioner since June 2016.



**H.E. Ambassador Knut
Vollebaek**

Former Norwegian Foreign Minister. ICMP Commissioner since September 2013.

1.3. Conference of State Parties

The Conference of State Parties (CSP) represents State Parties to the Agreement on the Status and Functions of the International Commission on Missing Persons. The ICMP Board of Commissioners and the Director-General invite the CSP to meet at least every three years. The CSP considers ICMP's reports on activities, proposes policy directives for the Board of Commissioner's program of work, and recommends to State Parties measures to advance the aims of the Commission.

Non-State Parties, international or other organizations can be invited to participate in meetings of the CSP as observers.

Following its inaugural session in 2016, State representatives to the CSP met with ICMP Commissioners in July 2016 to discuss how strategic objectives of the organization might be advanced, including encouraging additional States to participate in ICMP.

1.4. Financial Committee

Article V of the Agreement on the Status and Functions of the International Commission on Missing Persons establishes a Financial Committee (FC) to represent State Parties that have supported ICMP financially during a reporting period. The Financial Committee (FC) considers the ICMP's report on activity for the elapsed year and the coming year;

adopts recommendations relating to ICMP's financial management, and reviews and approves ICMP's Financial Regulations and reporting format.

In 2016, two meetings of the FC took place. The first was held in March in The Hague. The meeting served to launch the FC as agreed at the inaugural meeting of the CSP, with a view to defining its role, provisionally adopting rules of procedure, and preparing for a full, regular meeting of the FC in the fall. The Commission welcomed initiatives by States participating in the FC, as well as by the FC itself, to raise awareness of the Commission's work and to broaden its funding basis. The second FC meeting in 2016 took place in December, and included representatives of State Parties as well as two observing states – Germany and the US. The Director-General presented ICMP's strategic programs, as well as the program and budget for 2017 and the contingency budget for 2017. The Chair highlighted the FC's role of advising on various matters that come before it, and proposed that a letter be sent to the Board of Commissioners on behalf of the FC setting forth the FC's advice, in particular on budgetary aspects. This proposal was accepted.

II. What We Do

ICMP works with governments to develop or enhance institutional capacity to address the issue of missing persons efficiently and impartially. It helps in the drafting of legislation and other policy instruments to safeguard the rights of families of the missing, and it works to empower civil society organizations to advocate for victims' rights.

ICMP also directly assists governments in their efforts to conduct missing persons investigations. It has been involved in the excavation of more than 3,000 mass and clandestine gravesites and the application of advanced forensic techniques in more than 40 countries.

ICMP maintains and offers to its partners a unique, specialized online database, the Identification Database Management System (iDMS), which manages all data pertaining to its missing persons process. ICMP also operates the world's leading high-throughput DNA human identification laboratory system. To date, as many as 20,000 missing persons from around the world have been identified with the assistance of ICMP's forensic genetic capabilities.

ICMP's key activities are implemented through its cross-cutting programs.

III. Cross-Cutting Programs

3.1. Institutional Development

ICMP helps domestic and international authorities to implement effective missing persons processes. It assists governments in building national capacities, ensuring public involvement and addressing the needs of judicial institutions. It helps in the creation of law-based, sustainable structures that are transparent, inclusive and accountable. It promotes State ownership of the missing persons process, thereby strengthening national institutions, reinforcing the rule-of-law, and enhancing public trust.



Civil Society Initiatives – Families raise awareness of their missing loved ones

3.2. Civil Society Initiatives

ICMP seeks to secure the rights of survivors and families of the missing to justice and social and economic benefits. It encourages the active participation of civil society and in particular the families of the missing through education, training and grant-making programs aimed at empowering family members and others. It works with survivor groups to rebuild trust between rival groups and, with states in transition, to ensure that civil society participates in the creation of institutions, legislation and memorialization relevant to missing persons. ICMP also responds to requests for assistance from civil society actors.

3.3. Science and Technology

ICMP's DNA identification system established the concept of large scale DNA-led human identification processes, and has resulted in the identification of around 20,000 individuals globally. ICMP provides standing capacity for highly specialized missing persons casework that constitutes a major portion of the world's throughput capabilities, and has been widely utilized in many instances of mass disaster, post-conflict identification, and human rights investigation. ICMP's technical programs also include expertise in forensic archaeology and anthropology.

3.4. Data Systems

ICMP develops and implements data systems related to missing persons through its iDMS, which makes it possible to centralize, collect, document, standardize, store, protect and share information concerning the process of locating and identifying missing persons worldwide. ICMP makes the iDMS available to government authorities and others engaged in missing persons investigations and provides training in its use. The iDMS can be accessed through the Online Inquiry Center (OIC), which makes it possible to report a missing person from anywhere in the world, and to follow progress that has been made in the reported case. The OIC provides partner organizations – including NGOs, law enforcement, government authorities, and courts – with secure access to data on locating and identifying the missing. The design of the iDMS platform facilitates collaboration and integration of information from various jurisdictions, which

is necessary to resolve cases of missing persons that take place in a trans-border or international context. ICMP's data systems abide by the highest standards of data protection.

3.5. Assistance to Justice

As its specific mandate and functions are increasingly incorporated in global initiatives, ICMP actively engages with governments to support a rule-of-law-based approach to investigating enforced disappearances and cases of missing persons. ICMP provides expert evidence and other specialized forensic capacity, including testimony, reports and depositions for court cases.

3.6. Center of Excellence and Training

ICMP's key program activities include training in the application of specific thematic competencies. As part of its assistance in capacity building, ICMP provides training and education to government representatives engaged in the missing persons process; family members of the missing and other civil society representatives; and prosecutors and court appointed experts.

IV. The Missing

Since ICMP was established in 1996, governments, international organizations, civil society groups and other stakeholders have developed an entirely new way of looking at the issue of missing persons. The dynamic and well-informed discussion at ICMP's conference at the United Nations in New York in January 2016 demonstrated very clearly that a new global consensus on this issue has emerged.

First, there is an understanding that the challenge of missing persons, like the comparable challenges of organized crime, of drug smuggling, of people trafficking, is a distinct phenomenon. Deeply woven into a matrix of related problems – political instability, military conflict, climate change, government

corruption – it must nonetheless be understood as a stand-alone issue. This is key to effective action.

Second, a range of tried and tested responses to the issue of missing persons has been developed and these responses can be deployed systematically.

Third, effective strategies often depend on transnational cooperation.

In countries such as Sri Lanka, Colombia, Syria and Iraq, where the numbers of missing persons range from the tens of thousands to the hundreds of thousands, addressing this issue is an essential component of conflict resolution and post-conflict recovery. It is difficult to develop stable and



The Missing – Relatives view photos of missing persons

sustained political dialogue when large numbers of families do not know the fate of their loved ones. The actual number of missing persons translates into an exponentially larger group in society – relatives, friends, neighbors, and workmates – who have reason to question the good faith of political leaders and the integrity of government institutions.

This is why a sustainable approach to the issue of missing persons must be rooted in the rule of law. It must be based on rights. When governments act to account for missing persons, they aren't simply adopting a progressive and pragmatic political option: they are fulfilling their mandatory obligations under international and domestic law.

The process of accounting for the missing is significantly more effective when families of the missing – civil society – work in partnership with the relevant authorities. This cooperation may be purely pragmatic – it may take decades before the vocabulary of forgiveness and reconciliation becomes appropriate – but it will deliver tangible results in the short and medium term.

The use of modern forensic methods and the creation of dedicated databases have made it possible to locate and identify missing persons with a level of efficiency and certainty that would have been unthinkable just a few years ago.



The Mediterranean migration crisis intensified during 2016

However, as strategies have been honed, the problems have mutated and multiplied – a pattern that was visible throughout 2016.

The Mediterranean migration crisis intensified during the year, as large numbers of people seeking sanctuary in Europe from conflict and instability in the Middle East and Africa continued to go missing before reaching safety. Fighting in Syria resulted in successive waves of refugees. The Democratic Republic of Congo, Nigeria and other parts of Africa witnessed recurring conflict. The social and political vulnerability of the Rohingya population in Western Myanmar remained acute. In these and other cases, mass displacement was accompanied by a spike in numbers of missing persons.

And in such cases, as in those of Syria and also Ukraine, international consensus on the root causes and possible remedies has yet to emerge. Increasing awareness of the issue of missing persons, as manifested in the establishment of ICMP in The Hague, constitutes an important step in that regard. Tackling the issue of missing persons comprehensively will go a long way toward addressing fundamental grievances. The challenge today is to ensure that remedial steps can be taken more quickly and more comprehensively than has been the case until now.

V. Reaching Out to New States

5.1. Presentations to Ambassadors in The Hague – GRULAC, Asia-Pacific, Africa

At the beginning of March, Colombia's Ambassador to the Netherlands, Juan Jose Quintana, hosted a meeting of diplomats from the Group of Latin American Countries in The Hague to highlight ICMP's work and to discuss the issue of missing and disappeared persons in the region. The briefing brought together representatives from Argentina, Bolivia, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Mexico, Nicaragua, Panama, Peru, Uruguay, and Venezuela.



Meeting of diplomats from the Group of Latin American Countries in The Hague

Director-General Bomberger said governments and other stakeholders in the region – where there are significant challenges involving large numbers of missing persons as a result of conflict, migration and crime – can implement effective strategies by working with one another and with international agencies, including ICMP.

In 2015, El Salvador and Chile signed the Agreement on the Status and Functions of the International Commission on Missing Persons. ICMP maintained successful programs in Colombia from 2008 to 2010 and has been mandated under the Peace

Agreement to help stakeholders establish an effective missing persons process. ICMP has also maintained long-term programs with Chile and El Salvador, and it worked with the authorities in Haiti following the 2010 earthquake and with the authorities in Havana following a plane crash in central Cuba in 2010. In addition, ICMP is working with civil society activists and judicial authorities in northern Mexico on an initiative to develop a central database and reporting mechanism for missing persons.

In April, Sri Lanka's Ambassador to the Netherlands, A.M.J. Sadiq, hosted an ICMP presentation to ambassadors from Asia. The presentation was attended by representatives from Afghanistan, Bangladesh, India, Indonesia, Japan, the Republic of Korea, Malaysia, Pakistan, the Philippines, Sri Lanka and Vietnam.

Ambassador Sadiq emphasized ICMP's "independent and impartial" status as an international organization, and he stressed ICMP's specific role "with regard to post-conflict management and the enhancement of the rule-of-law."

Director-General Bomberger again stressed the importance of collaboration among stakeholders and with international organizations, including ICMP, noting that "initiatives that have worked in one country may work in other countries."

ICMP first worked in Asia when its staff were deployed in Thailand to help identify victims of the December 2004 tsunami. Since then it has cooperated with the authorities in the Philippines and Vietnam. In October 2015, it launched a series of consultations in Sri Lanka with a view to contributing to a comprehensive, countrywide effort to account for the large numbers of missing from the 25-year conflict.

In November, a similar meeting for African countries was hosted at the Embassy of Cameroon by H.E. Ambassador, Mrs. Odette Melono, in The Hague. The African group countries were very interested in a follow-up meeting and to continue discussions, particularly on the issue of DVI preparedness, addressing the issue of missing migrants and ICMP's Center of Excellence and Training (CET) to advance African capabilities in the use of forensic genetics to identify the missing.

5.2. ICMP Presentation to Current and Prospective International Partners

In May, ICMP organized a seminar in The Hague for diplomats and representatives of international organizations and national and local authorities, hosted by UK Ambassador to the Netherlands Sir Geoffrey Adams.

During the discussion, Mr. Agustín Vásquez Gómez of the embassy of El Salvador noted that accounting for the missing "is fundamental to establishing peace",

while Mr. Kweku Vanderpuye of the International Criminal Court stressed that addressing the issue “is crucial to the investigation of mass atrocity crimes to bring to account the perpetrators of these offences.”

Ms. Munira Subasic, President of the Mothers of Srebrenica and Zepa Enclaves, described how she and other survivors have helped one another to lobby the authorities to fulfil their obligations to families of the missing. Ms. Olgica Bozanic of the Regional Coordination of Families of the Missing, which brings together more than 40 family associations from across the Western Balkans (WB), noted that with the help of family associations ICMP has been able to lead an effort that has accounted for more than 70 percent of those who were missing at the end of the fighting in the former Yugoslavia. She said ICMP had helped family associations to lobby for legislation to account for the missing and support their families.

ICMP presenters at the seminar explained key components of an effective missing persons strategy: addressing the needs of states and civil society, using modern forensic methods to locate and identify the missing, and deploying networked data systems and credible data protection mechanisms.

5.3. ICMP at the United Nations

In January 2016, ICMP and the UK's Permanent Representative to the UN, Ambassador Matthew Crocrot, brought together experts and diplomats



Arria Formula meeting in New York in January 2016

to provide presentations on the issue of missing persons and enforced disappearances in various contexts and from different parts of the world, for an Arria Formula meeting in New York, to explore core aspects of the global missing persons crisis, and to consider strategic solutions. The speakers included members of the Security-Council; the leader of a human rights organization in Northern Mexico, Sister Counsuello Morales; the Italian Government's Special Commissioner for Missing Persons, Vittorio Piscitelli; and the President of the International Center for Transitional Justice (ICTJ) and former Deputy Prosecutor of the International Criminal Tribunal for the former Yugoslavia (ICTY), David Tolbert.

UN High Commissioner for Human Rights Zeid Ra'ad Al Hussein, who spoke at the event, stressed the need for a coherent international policy to tackle the cross-cutting global challenge of accounting

for missing and disappeared persons. Director-General Kathyne Bomberger said ICMP has shown that “the essential elements of political will, civil society engagement, and institutional capacity based on the rule-of-law” can be integrated in an effective strategy. ICMP Chair Thomas Miller said it was “imperative that accounting for the missing is understood to be a cornerstone of peacebuilding,” as large numbers of missing persons after conflict or national trauma “mean millions of reasons for fear, for anger, and for alienation.”

Sister Consuello Morales spoke about disappearances in Mexico; while Commissioner Piscitelli drew attention to the issue of nearly 8,000 unidentified migrants who have drowned in the Mediterranean near Italian shores.

Discussion at the meeting revealed an emerging international consensus that the issue of missing persons represents a global challenge that will be tackled most effectively through a rule-of-law approach that includes victims as well as government institutions and that makes optimal use of state-of-the-art forensic technology.

At the meeting, ICMP announced the launch of an Inter-Agency Committee on Missing Persons (IAC) to coordinate the efforts of international organizations in the field of missing persons.

5.4. Inter-Agency Committee on Missing Persons

In December, ICMP and IOM convened a first Inter-Agency meeting on missing persons at ICMP’s Headquarters in The Hague. The meeting examined the data systems used by IOM, INTERPOL, Europol, the ICC, the ICRC, UNHCR, UNICEF, Eurojust and ICMP as they relate to processing data on missing persons. The European Commission presented relevant aspects of the new regulation on personal data protection. The meeting also considered applications by corporations such as Google and Facebook that have developed programs related to missing persons that might help people in natural disasters, military conflicts and other events that may result in large numbers of missing persons.



First Inter-Agency Committee meeting on missing persons convened by ICMP and IOM

VI. ICMP's 20th Anniversary



20 year Anniversary of ICMP - conference in Sarajevo organized by ICMP and the Regional Coordination of Associations of Families of the Missing

During 2016, ICMP marked its 20th anniversary. It was established on 29 June 1996 at the initiative of US President Bill Clinton at the G-7 Summit in Lyon, originally to spearhead the effort to account for the missing from the former Yugoslavia by engaging the region's newly formed governments.

ICMP and the Regional Coordination of Associations of Families of the Missing organized a two-day conference in Sarajevo on 14-15 June 2016 as part of a series of activities to mark the anniversary. At the opening session, senior political representatives from Bosnia and Herzegovina (BIH), Croatia, and Serbia, as well as the President of the Regional Coordination Steering Board, Olgica Bozanic, and member of the Steering Board Semina Alekic, highlighted the importance of sustained commitment by the

authorities to the effort to account for the missing in the WB.

US Ambassador to BIH Maureen Cormack commended the "historic significance" of ICMP's work, noting that in addition to leading the effort to identify the missing it has "assembled a crucial body of evidence against those responsible for atrocities, an unbiased historical accounting by which future generations will know the truth." She described ICMP as "a key partner in efforts to build institutions to ensure justice in BIH and throughout the region." EU Special Representative and Head of the EU Delegation to BIH Lars Wigemark stressed that the effort to account for the missing "is about justice and the rule-of-law."

Director-General Kathryne Bomberger noted that at the end of the conflict in former Yugoslavia, “few would have believed that so many of the missing could be located and identified” yet “tens of thousands of families have been able to end the agony of uncertainty and to assert their rights for truth and justice”.

In an article that appeared on 29 June in the print media in BiH, Director-General Bomberger wrote that when the White House announced the establishment of ICMP in June 1996, there was little willingness among the new authorities in the region to devote resources to the issue of missing persons in an objective, non-partisan way. “Two decades on, an integrated system – combining the establishment of dedicated institutions and legislation to address the issue, a rule-of-law approach, engagement of the families of the missing, and modern scientific methods – has delivered extraordinary results.”

The ICMP Board of Commissioners met in The Hague on 7 July – the 18th meeting of the Commissioners since ICMP was established. The meeting was chaired by former US Ambassador Thomas Miller and attended by Her Majesty Queen Noor; former Dutch Prime Minister Wim Kok, former Norwegian Foreign Minister Knut Vollebaek, former OSCE High Commissioner on National Minorities Rolf Ekéus, and UK Minister of State for Care and Support Alistair Burt. The Commissioners reviewed ICMP's remarkable evolution:

- Its mandate was expanded in 2003 by supporting States to work in countries throughout the world and to address a broader range of missing persons issues including those arising from natural disasters;
- In December 2014, following the signing of the Treaty by the Netherlands, the United Kingdom, Sweden, Belgium and Luxembourg, ICMP was to establish headquarters in The Hague as an International Organization;
- In 2015, ICMP concluded a seat agreement with the Kingdom of the Netherlands to move its headquarters from Sarajevo to The Hague, while maintaining an ongoing program in the Western Balkans;
- In 2016, ICMP's new headquarters became a reality.

Her Majesty Queen Noor wrote an article that was published on Relief Web to mark the 20th anniversary of “the heartening humanity and dynamism of survivors and civil society groups” that is evident in ICMP's work around the world, in Syria, in Iraq, in Chile and Argentina and Mexico, in Sri Lanka and Pakistan and Nepal.

VII. Opening of ICMP Headquarters in the Hague



Her Majesty Queen Noor speaks at the opening of ICMP's new headquarters in The Hague



HQ opening – ICMP's new headquarters in The Hague

On 7 July, Dutch Foreign Minister Bert Koenders, Mayor of The Hague Jozias van Aartsen, Her Majesty Queen Noor, ICMP Chair Thomas Miller, Commissioner Wim Kok, Director-General Bomberger, and Norah Fuatham from Uganda and Ram Kumar Bhandari from Nepal, representing associations of families of missing persons from around the world, spoke at the formal opening of ICMP's new headquarters at Koninginnegracht 12 in The Hague.

Foreign Minister Koenders welcomed ICMP to The Hague, noting that "ICMP's mission makes it a perfect fit in a city that hosts a multitude of international organizations that promote peace, justice and the rule-of-law worldwide," and he added that "As long as people go missing in this world, as a result of conflict, government repression, humanitarian crises, or other causes, ICMP will have a role to play. We are ready to work with you."

VIII. Profiles of the Missing

At a “Profiles of the Missing” seminar organized by ICMP in The Hague on 8 July, family members of the missing described their personal experience and explained the social and political strategies they have developed in order to seek truth, justice and reparation. ICMP Commissioners Thomas Miller, Knut Vollebaek, Her Majesty Queen Noor, Wim Kok, and Alistair Burt, along with Director-General Bomberger, took part in the 90-minute discussion, which was moderated by the award-winning war correspondent Janine di Giovanni.

Profiles of the Missing examined how survivors can assert their rights, and reviewed the mechanisms that exist at the international and domestic levels to address the issue of missing persons, and strategies based on a modern, rights-based, rule-of-law approach.

The panelists were Ram Kumar Bhandari from Nepal, whose father was arrested by police in December 2001 and has not been seen since; Munira Subasic from BIH, whose husband and son and 20 other family members were killed in July 1995 in the Srebrenica genocide; Blanca Luz Nava Velez from Mexico, whose son was one of the 43 students who were forcibly disappeared in September 2014 in

Guerrero state; Norah Fuathum from Uganda, whose oldest son was abducted by the Lord's Resistance Army; Ali Aillele from Syria, whose brother was arrested by government forces in February 2012 and has not been seen since; and Dennis Schouten from The Netherlands, whose brother-in-law was among the 283 passengers and 15 crew on board Malaysian Airlines flight MH17 which was hit by a missile over Ukraine in July 2014. All of the panelists have actively lobbied the authorities to establish the circumstances of their loved ones' disappearance and take steps to find and prosecute those who were responsible.



“Profiles of the Missing” seminar in The Hague

IX. New Partnerships



On 7 July, at the International Criminal Court in The Hague, Chief Prosecutor Fatou Bensouda and ICMP Chair Thomas Miller sign a Memorandum of Understanding.

"We have a shared commitment to give a voice to the victims of mass atrocities through our respective work and this MoU marks an important step forward in the long-standing partnership between the ICC and ICMP," said Prosecutor Bensouda. Ambassador Miller noted that "within their respective mandates, ICMP and the Court operate from the premise that States have the primary responsibility to account for missing persons and to prosecute the most serious crimes under international law."

X. New Initiatives

10.1. Cooperation with QIAGEN

On 3 October, QIAGEN N.V. (NASDAQ: QGEN; Frankfurt Prime Standard: QIA) and ICMP announced their collaboration on a project to enhance ICMP's next-generation sequencing (NGS) technologies. QIAGEN and ICMP will work together at ICMP's laboratory in The Hague to develop and validate a complete NGS solution, including QIAGEN's "Sample to Insight" GeneReader NGS System and other QIAGEN workflow solutions, as well as innovative forensic panels designed for identification of missing persons using single nucleotide polymorphisms (SNPs).

The joint efforts integrate QIAGEN's "Sample to Insight" integrated GeneReader NGS workflow with ICMP's on-going efforts to advance the science of human identification through a consultative process that includes the world's leading forensic geneticists.



10.2. Data Systems Develops New Online Capacities

On 30 August ICMP announced the launch of its restructured OIC. The OIC can be accessed by families of the missing and others to provide or obtain information about a missing person. It is part of an advanced networked software solution used to manage large-scale missing persons programs throughout the world. The OIC is a unique tool that gives public access to searching ICMP's missing persons database, which currently contains information on around 40,000 missing persons. The OIC can be accessed in English, Arabic, Spanish, Albanian, and Bosnian/Croatian/Serbian. More languages will be added in due course.

The OIC permits relatives and others to register missing persons and, including their physical description, data about their closest living relative(s) and any additional details about the circumstances and location of their disappearance.

ICMP and QIAGEN cooperate to advance the science of human identification

XI. Campaigns



“Light the Candle” campaign in Iraq organized on the occasion of 30th August, the International Day of the Disappeared

11.1. International Day of the Disappeared Campaigns in the Western Balkans and Iraq “Light a Candle for the Missing”

On 30 August, to mark International Day of the Disappeared, ICMP’s Iraq program organized a campaign to light a million virtual candles representing all those who are missing in Iraq. “Up to one million persons are believed to have gone missing in Iraq in the last 40 years, more than in any other country in the world,” the Head of ICMP’s Iraq program, Trefor Williams, said. “The International Day of the Disappeared is an opportunity for everyone to show solidarity with the families of missing persons.” ICMP’s WB program organized a campaign to light 12,000 virtual candles representing the remaining

missing persons in the WB, and, in cooperation with associations of families of the missing and the BIH Ministry for Refugees and Human Rights, ICMP organized an event in Sarajevo at which silhouettes symbolizing missing persons were erected in the center of the city, and passersby were invited to write messages and place them on the installations. Volunteers and family members distributed leaflets, and urged the authorities to accelerate the process of account for those who are still missing.

XII. Where We Work

Over the course of over 20 years of operations, ICMP has been active in some 40 countries where large numbers of people have gone missing as a result of natural and man-made disasters, armed conflict, human rights abuses, migration, organized crime and other causes.

12.1. ASIA

12.1.1. Sri Lanka

The precise number of persons who are missing in Sri Lanka as a result of armed conflicts has been reported as between 16,000 and over 40,000. Sri Lanka is a party to the International Convention for the Protection of All Persons from Enforced Disappearance (ICPPED). The government has also taken steps to set up an Office for Missing Persons (OMP), and declared its preparedness to accept international technical assistance in implementing transitional justice measures.

In November and December 2015, jointly with partner organizations (Fundación de Antropología Forense de Guatemala and the International Coalition of Sites of Conscience) ICMP undertook initial consultations with more than 41 stakeholders

in the North and East of Sri Lanka, and, in 2016, organized roundtable discussions with local civil society organizations and families of the missing (Trincomalee, 14-16 March 2016), as well as with international non-governmental organizations and government representatives (Colombo, 17-18 March 2016).

Recommendations issued at the conclusion of these consultations called on the government, among other things, to ensure that the OMP:

- Has capacity to access, systematize, centralize and analyze all available records and registries of missing persons;
- Can guarantee effective data protection standards and provide adequate witness protection measures;
- Operates in a transparent, inclusive, non-discriminatory manner and at all levels employs personnel that can relate to the experiences and situation of the victims;
- Establishes regional offices for investigation and outreach, and that victims or witnesses at any time have access to OMP personnel who speak their language, both in central and regional offices; and

- Provides a safe and secure environment for victim reporting and follow-up on missing persons cases.

ICMP and partner organizations provided background information on data-processing applications concerning missing persons, as employed for instance by the Fundación de Antropología Forense de Guatemala, the International Committee of the Red Cross (ICRC), the ICC, INTERPOL and others. Attention was also drawn to private domain tools, such as Google and Facebook that can helpfully complement specialized database systems.

In discussions with government representatives, ICMP formally offered to make the iDMS and OIC available for use in Sri Lanka's efforts to account for the missing, and to adapt these application to the Sri Lankan legal, demographic and geographic contexts, including translating relevant components into Sinhalese and Tamil.

12.1.2. Vietnam



An estimated 1.1 million North Vietnamese Army Personnel and Viet Cong were killed or went missing in the 30 years of fighting before 1975

The Government of Vietnam estimates that more than 1.1 million North Vietnamese Army personnel and Viet Cong (pro-communist South Vietnamese irregulars) were killed or went missing in the 30 years of fighting before 1975. Around 300,000 are still missing. In addition, between 50,000 and 65,000 North Vietnamese civilians and between 195,000 and 430,000 South Vietnamese civilians died as a result of the conflict. Following the end of hostilities, disappearances continued to occur.

In 2014 Prime Minister Nguyen Tan Dung approved a plan to locate and identify the missing, including a DNA-led identification process. The DNA facilities are to be operated by the Ministry of Public Security and the Vietnam Academy of Science and Technology. The effort is reported to include a budget of over US\$24 million.

In 2014, ICMP's Science and Technology Training Coordinator participated at a meeting in Hanoi as part of an ad hoc expert group organized by the Vietnamese Advanced International Group of Companies, to discuss logistical and technical aspects of assisting the Vietnamese government in a DNA-led effort to identify Vietnamese victims of war. Other members of the group included representatives from BioGlobe, Hamburg, Qiagen, Kuala Lumpur, DNA Link, Seoul, and SMART Research BV, Nijmegen. In April 2015, ICMP participated at another meeting with Vietnamese scientists in Manila, discussing ICMP's DNA-led large-scale identification of the missing and disappeared as well as principles of the iDMS. In April 2016, two groups of three research scientists from the Vietnam Academy of Science and Technology (VAST) successfully

completed a three-week training program at ICMP's facilities in BIH. As part of the three-month training program, ICMP delivered hands-on technical training with a focus on post-mortem sample preparation and DNA extraction.

12.2. EUROPE

12.2.1. Albania



Photos of victims of torture commemorated in a bunker in Tirana

An estimated 6,000 people disappeared in Albania during the period of authoritarian rule from 1944 to 1991. Albanian authorities have recently adopted legislation on opening the Communist-era files and are demonstrating a will to begin the process of search, recovery and identification of persons who went missing during that period. In 2015, ICMP was invited by the Ministry of Social Welfare and Youth to discuss potential paths of cooperation between ICMP and the Albanian authorities to address the issue of 6,000 missing and disappeared persons. An ICMP delegation visited Tirana in April to discuss

potential cooperation. In October 2015, a delegation from the Albanian Government completed a three-day study trip to ICMP's facilities in BIH which resulted in the development of a road map outlining prospective cooperation between Albanian institutions and ICMP.

Throughout 2016 ICMP and the Albanian authorities discussed formalizing cooperation with a view to Albania signing an Office Agreement. Further, ICMP began consultations with the European Union Special Representative to Albania, who announced that the EU would provide funding for a project to recover and identify the missing from the communist era. With the consultations in their final stages of approval the project was set to begin in early 2017.

12.2.2. Cyprus

The Committee on Missing Persons in Cyprus (CMP) was established in 1981 by an agreement between the Greek Cypriot and Turkish Cypriot communities with the backing of the United Nations, to determine the fate of persons reported missing in inter-communal fighting in the 1960s, and as a result of the events of 1974. A total of 493 Turkish Cypriots and 1,508 Greek Cypriots were officially reported as missing by both communities to the CMP.

ICMP began providing assistance in making DNA-based identifications in July 2012. ICMP's role in this assistance has included isolating DNA from post-mortem samples received from the CMP and matching DNA profiles obtained from these post-mortem samples against DNA profiles from anonymized family reference samples. In addition,

ICMP has provided guidance on problematic cases, and assistance in matching profiles from a historical database of samples produced prior to ICMP's involvement.

Cyprus signed the Agreement on the Status and Functions of International Commission on Missing Persons in December 2015. The Agreement is expected to be ratified soon.

In 2016, ICMP's DNA laboratory performed re-testing of three cases from Cyprus that had previously failed extraction.

12.2.3. Italy

In the Mediterranean region, Italy, Turkey and Greece, as primary transit countries of migrants from the Middle East and North Africa bound for Europe, have witnessed large numbers of missing, murdered and drowned migrants. All three countries have seen an increase in burials of unidentified human remains.

In 2015, ICMP began discussions with Italy on the creation of a formal cooperation agreement under which ICMP and Italy would begin to collect ante-mortem information, including DNA profiles, from families of missing migrants and catalogue and process this information for the purpose of identification.

In May 2016, ICMP signed the Agreement with the Extraordinary Commissioner of the Italian government for missing persons to cooperate in identifying missing migrants who are victims of shipwrecks in the Mediterranean and whose bodies are recovered by the Italian authorities.



ICMP to cooperate with Italy in collecting data for the identification of missing migrants in the Mediterranean

12.2.4. Norway

Since 2008, ICMP has been helping the authorities in Norway to account for Norwegians who fought alongside German forces in World War Two. This is part of a long-term effort by Norway to address a difficult chapter in its history and to uphold each citizen's right to know the truth about the fate of a missing relative. In 2016, ICMP's assistance to the National Institute of Public Health continued. Two difficult post-mortem cases were sent for analysis to ICMP's DNA laboratory and DNA results were generated for one case.

12.2.5. Western Balkans

In 2016, ICMP continued to assist governments in the WB to search for and identify missing persons from the conflicts in the former Yugoslavia.

To date, more than 70 percent of the 40,000 persons who went missing have been accounted for, a ratio that has not been equaled anywhere in the world. The fact that 12,000 persons are still missing remains a concern and constitutes an impediment to normalization and reconciliation in the WB. In 2016, the WB program made good progress in terms of enhancing regional cooperation through the conclusion of agreements with states on their participation in the project: Database of active missing persons cases from the conflicts in the former Yugoslavia, which will enable the transparent sharing of data on missing persons in real time. In 2016, BIH, Kosovo and Montenegro concluded agreements with ICMP on their participation in the project. In early 2017, Croatia and ICMP concluded a similar agreement. Discussions with Serbia are well developed and an agreement between Serbia and ICMP on its participation in the project is expected to be signed in the first half of 2017.



Recovery and identification of human remains of persons missing from the conflicts in the former Yugoslavia has been remarkably successful

While the process of recovery and identification of human remains of persons missing from the conflicts in the former Yugoslavia has been remarkably successful, it has also resulted in the recovery of as many as 4,000 cases of unidentified human remains – also known as NN cases – across the region. In recent years, ICMP has assisted BIH in its efforts to resolve NN cases. Through the NN Working Group (NNWG) process, which was ordered by the BIH Prosecutor's Office, ICMP has assisted cantonal and district Prosecutors' Offices in BIH to conduct an inventory of NN cases in mortuaries and memorial ossuaries in Mostar, Nevesinje, Gorazde, Visoko, Tuzla, Odzak/Orašje and Modrica, covering cases under the jurisdiction of 10 prosecutor's offices. At the end of 2017, a review of NN cases in the East Sarajevo mortuary facility was under way, and ICMP was begin and complete the NNWG process in the Banja Luka facility by mid-2017.

Having examined nearly 2,400 cases, the NNWG process has resulted in numerous identifications, re-associations, and case-by-case recommendations to prosecutors' offices for follow-up actions to close cases. Critically, the NNWG process has also pointed to the conclusion that a significant number of traditional identifications were actually misidentifications and that resolving a large number of NN cases can be achieved through the collection of additional genetic references from families that closed their cases prior to ICMP's introduction of a DNA-led process of human identification in 2001.

In 2016, the BIH Missing Persons Institute drafted a Framework Plan, with the assistance of ICMP, for the collection of additional genetic references from

families who identified their relatives by traditional methods. “New” genetic references will likely result in DNA matches to PM profiles of hitherto unidentified (and unidentifiable) NN cases stored in mortuaries in BIH. Such DNA matches would also demonstrate which traditionally “identified” cases were actually misidentifications. Corrective measures – the exhumation of misidentified cases and post-mortem sampling and DNA processing will result in DNA matches to genetic references provided by family members, in most cases more than a decade ago. The BIH Missing Persons Institute (MPI) has requested the assistance of ICMP in the implementation of this plan in 2017-2019.

In BIH, ICMP worked with stakeholders to enhance policy dialogue, an effort reflected in the sustained commitment by the authorities to reform and strengthen the MPI. ICMP also worked closely with stakeholders in the BIH Federation to strengthen institutional capacities, in terms of providing forensic medicine. ICMP facilitated the work of an Expert Group which drafted a Study on the Establishment of the Federation Institute for Legal Medicine. The Study, which defines the minimum professional criteria for the establishment of the Institute for Legal Medicine as well as the basic staffing and structure of the future institution with a budget estimate, was handed over to the Federation Ministry of Justice for implementation by the end of the year.

In Kosovo, ICMP begun preparations for the issuing of “The Kosovo Guide for Families of the Missing: Institutions, Process and the Rights of the Families”. The Guide will contain information on the institutions and their roles in addressing the missing persons

issue, information on legislation and reparations, including the rights of families, the definition of a missing person – and how this definition is arrived at, how to report a missing person, the process of location and recovery of mortal remains, and the use of DNA for the purpose of human identification; as well as information on the role of civil society and memorialization, and instructions on the use of ICMP’s OIC.

In 2016, ICMP continued to support and empower associations of families of missing persons to exercise their right to truth and justice. ICMP experts assisted and monitored complex excavations in the region, while ICMP’s laboratory system provided DNA testing and matching capabilities to help identify human remains recovered as result of excavations.

12.3. LATIN AMERICA AND THE CARIBBEAN

12.3.1. Brazil



Families raising awareness of their missing relatives

During 2016, ICMP established a partnership with the Brazilian Special Secretariat of Human Rights of the Ministry of Justice and Citizenship (“SEDH/MJC”), and the Special Commission on Political Dead and Missing Persons (“CEMDP”), to assist with a high priority human rights DNA incident/case. In the early 1970s, 42 individuals were forcibly disappeared for political reasons and were believed to be buried in a cemetery in Perus, near Sao Paulo. Investigations into this event by the Perus Working Group (including a number of experts from academia and the agencies listed above) led to the exhumation of 1,046 cases of human remains within which the 42 individuals are being sought, under the “Strengthening Mechanisms of Transitional Justice in Brazil” program.

ICMP has worked closely with the Perus Working Group and its scientific coordinator, Dr. Samuel Ferreira, to develop a strategic plan for the identification of missing individuals, taking into account anthropological examinations, sampling for DNA, evaluation of available family references, and a DNA-led approach. Through cooperation with UNDP, an agreement has been drafted for ICMP to conduct DNA testing and matching, and expert consultation. The process of finalization of the agreement was expected to extend into 2017.

This high priority case represents a major step forward in Brazil in accounting for past human rights violations, and is a strong demonstration of commitment by all the stakeholders. The successful conduct of the Perus Working Group investigation is expected to pave the way for additional efforts, such as the “Guerrilha do Araguaia” case in

Northern Brazil, which was the subject of discussion between Brazil and ICMP in 2015.

12.3.2. Chile



ICMP continues to assist Chile in accounting for missing persons

In February 1991, the Chilean National Commission for Truth and Reconciliation released a report detailing human rights abuses resulting in deaths and disappearances during the years of military rule. According to the report, 2,296 people were murdered during the 17-year period. Subsequent estimates have put the number of missing as high as 3,400. Addressing the issue of the missing has been recognized as a key element in the process of social reconciliation following the return to democracy. Chile has made significant progress in addressing past human rights abuses through several truth commissions, legal reforms, and bringing to justice those responsible for crimes committed.

ICMP has been cooperating with the Servicio Medico Legal (SML) since 2008, providing DNA

testing of reference blood samples and post-mortem samples from persons who were allegedly forcibly disappeared, and offering technical advice on DNA matching. The SML is the lead agency in identifying several thousand people who went missing in Chile during the period of military rule from 1973 to 1990. In 2015, ICMP received two post-mortem (bone) samples and 225 family reference (blood) samples from Chile for testing and performed targeted matching on 21 cases. In 2016, ICMP received and tested 24 samples from the SML related to Pinochet-era cases.

Chile signed the ICMP Agreement in December 2015.

12.3.3. El Salvador

It is estimated that as many as 8,000 people are still missing from the conflict of the 1980s and more than 2,000 are recorded as missing as a result of gang violence. Efforts to locate and identify the missing have been curtailed by the 1993 amnesty law which bars investigations and impedes legal remedies for the families of the missing. In addition, as homicide rate in recent years has hovered, due to gang violence, close to that of the civil war, most victims are young and as many as 75 percent are female. The gangs are reported to operate on the simple premise that "If there is no body, there is no crime". This has led to a proliferation of clandestine graves which, even when located, yield up bodies that have been dismembered and mutilated in order to make identification difficult.

ICMP, in cooperation with the Human Rights Center of the University of California, Berkeley, has been

assisting El Salvador since 2012. In 2016, ICMP continued its technical support to the Pro-Búsqueda Association, an NGO established in 1994 to search for disappeared children from the conflicts in El Salvador. In 2016, under contractual agreement, ICMP conducted formal technical reviews of several DNA match cases for missing children that led to their identification.

In August 2016, ICMP's Director-General and El Salvador's Deputy Minister of Cooperation for Development discussed areas of future cooperation and possibilities for ICMP assistance to El Salvador in accounting for missing persons. In addition to the technical assistance that ICMP has been providing since 2012, possible ICMP assistance in institutional development was discussed, as well as strengthening of the rule-of-law approach to accounting for the missing.

ICMP reiterated its appreciation for El Salvador's support in the process of establishing ICMP headquarters in The Hague, and recommended the following measures that need to be taken for an effective system of accounting for the missing:

- Creation of a registry of missing persons;
- Assistance to victims;
- Analysis of information and research for localization and search;
- Collection of reference samples from families of the missing;
- Identification of mass grave locations and exhumations;
- Proper excavation of and taking of post-mortem samples;
- Data collation leading to identifications;

- Issuing identity confirmations;
- Return of bodies to families and burials;
- Memorialization;
- Reparations.

ICMP reiterated that it has the capacity to provide El Salvador with data management infrastructure and technical capabilities for the identification of individuals and to support it in the elaboration of legislation, and policy, and the development of institutions and actions in the implementation of a national policy. Further discussions on this assistance were expected in 2017.

12.4. MIDDLE EAST AND NORTH AFRICA

12.4.1. Iraq

Iraq is affected by very high numbers of missing persons. Estimates run from 250,000 to one million people missing from decades of conflict and human rights abuse. With the fall of the regime of Saddam Hussein, Iraq began to take steps to address the missing persons issue through the adoption of legislation and the establishment of institutions. The Ministry of Human Rights was created in 2005 and was given the lead responsibility for mass graves investigations under the Law on Protection of Mass Graves (2006). In 2006, the Martyrs' Foundation was established to oversee support to the families of martyrs. In 2010, Iraq signed the ICPPED. In 2015, the Ministry of Human Rights was disbanded and the lead responsibility for mass graves passed to the Martyrs' Foundation.

In the Kurdistan Region, the Ministry of Martyrs and Anfal Affairs (MoMAA) was created in 2006 and was

given responsibility for mass graves and for supporting the families of martyrs. In 2007, the Law on Rights and Privileges of Families of the Martyrs and Anfal Victims was passed, defining the benefits and entitlements of surviving families. The Kurdistan Regional Government (KRG) also created the "Kurdistan Regional Government of Iraq Council of Ministers High Commission for the Identification of Genocide Crimes against the Residents of Kurdistanian Areas outside KRG Commission of Investigation and Gathering Evidence" (High Commission). An operational level Genocide Centre has also been established in Dohuk and is responsible for investigations into suspected genocide and crimes against humanity against the Yezidi community in the Sinjar area.



250,000 to one million people are estimated to be missing in Iraq

In parallel with institutional and legislative developments there has been an increasing engagement by civil society in missing persons issues.

However, despite these developments, the number of missing persons has continued to grow. Mass graves are being discovered regularly as areas of Iraq are liberated from Da'esh control and the testimony of those escaping from Da'esh confirms that more graves will be discovered in the future.

Despite the absence of a formal strategy and despite deep political differences, there is general agreement among stakeholders in Iraq that the issue of persons missing as a result of Da'esh crimes should be addressed effectively and without delay. ICMP has worked with the authorities in Iraq since 2003, and established offices in the country in 2008. It has helped to set in place a legal framework, including the creation of the Iraqi Law on the Protection of Mass Graves, which will support a systematic and effective effort to account for the huge numbers of missing persons in the country.

During 2016, ICMP extended its program in Iraq at the request of the authorities in the country. ICMP's current work involves helping the authorities to strengthen operational and technical capacities, including providing training in mass grave exhumations, crime scene management, and mortuary procedures; providing guidance on effective operational planning, inter-agency cooperation and chain of custody; upgrading mortuary facilities; and ensuring that field operations have adequate resources and equipment.

In 2016, ICMP's program in Iraq was funded by the US State Department, Department of Human Rights and Labor (DRL), and the governments of Germany and the UK. DRL funds are used for

strengthening human rights and the rule-of-law in Iraq, addressing the need to improve institutional efficiency and coordination, to empower civil society groups, largely those representing widows and single female heads of household, and to provide assistance to the Iraqi authorities in their efforts to investigate disappearances, including those linked to atrocities committed in 2014 in Tikrit, in a manner that accords with best practice. Activities that fall under the auspices of the German grant are focused on Sinjar-related excavations, whereas the UK funded project aims to document and preserve evidence by protecting mass graves in order to facilitate investigation and prosecution of atrocity crimes; to fight against the impunity of perpetrators of international crimes and to strengthen the rule-of-law in the country. The Government of Canada announced that it would fund ICMP activities from the beginning of 2017 to increase the effectiveness of Iraqi authorities in recovering and safeguarding human remains from mass graves in areas liberated from Da'esh, and increase the participation of family members, particularly women and girls, in the process of locating and identifying missing relatives.

12.4.2. Libya

The number of missing persons in Libya, as a result of nearly five decades of dictatorship and conflict, is conservatively estimated at around 10,000.

In November 2012, Libya and ICMP signed a Cooperation Agreement and ICMP established an office in Tripoli. As part of the agreement, ICMP helped to set up the Libyan Identification Center (LIC) as an initial and important step in enabling Libya

to develop a sustainable and non-discriminatory missing persons process. ICMP also provided extensive training for Libyan experts involved in investigating mass graves, from field to mortuary training and other courses related to successful recovery and identification.

Following on from the seminars for Libyan stakeholders ICMP organized in The Hague and Istanbul in 2015, in 2016, ICMP was provided with funds from IREX to create the Libya Online Inquiry Center (OIC), based on a modification of ICMP's OIC and Missing Persons and Relatives Application (MPRA) to allow for the collection of data on missing persons and their relatives and data of investigative value for the location of persons missing or disappeared in Libya.

The LIC is modelled on ICMP's own Identification Coordination Center, which serves as a nexus for all technical work regarding collecting, archiving, barcoding, managing and preparing samples for DNA testing in ICMP's labs.

Funding enabled the translation of the OIC and MPRA into Arabic and the adaptation of the application's core features to the Libyan context. The modifications were tested and approved by Libyan stakeholders. These activities established an important base on which a future program to help Libya address the issue of missing persons can be developed.

12.4.3. Syria

Since March 2011, when the armed conflict began in the Syrian Arab Republic, hundreds of thousands

of Syrians have lost their lives; almost five million have fled the country and more than six million are internally displaced.



Syria – ICMP to launch a process of data collection from Syrian missing persons relatives in displacement camps

In 2016, IREX funded an ICMP project designed to launch a targeted campaign to educate families of the missing and civil society actors about the process of collecting data about Syrian missing persons and the circumstances in which they have gone missing. This can be expanded in due course to a program of collecting reference samples from family members of the missing for a future process of using DNA to identify missing persons.

Following on from these activities, ICMP and the EU Foreign Policy Instruments (FPI) initiated discussions for the support of an ICMP-led project to launch a sustainable process of data collection on missing persons and lay the foundation for establishing effective mechanisms for addressing the issue of the missing in post-conflict Syria. The focus would be on displaced missing persons' family members now living in neighboring countries – Lebanon, Turkey and Iraq. The project was due to begin in early 2017.



REDress project in Winnipeg, Canada. Red dresses symbolize the missing and murdered indigenous women and girls in Canada

12.5. NORTH AMERICA

12.5.1. Canada

In 2016, ICMP continued its cooperation with Canadian authorities on DNA extraction and testing of criminal cases. The Calgary Police Service submitted post-mortem samples from a very challenging criminal case to ICMP's DNA laboratory for analysis. Work related to these samples was to continue in 2017. Further, ICMP continued to assist the Ontario Forensic Pathology Service (OFPS) with DNA typing of difficult cases that have failed in their DNA laboratories. ICMP has been assisting the OFPS since 2014 with DNA testing on eight difficult cases to date.

ICMP provided its protocols on DNA extraction from bone samples to the laboratory at the British Columbia Institute of Technology (BCIT), which then adopted these protocols into its own accredited system. The protocols have helped increase the success of this laboratory in obtaining DNA from post-mortem samples.

Further, ICMP welcomed the recent Canadian initiative to create an independent National Inquiry into Missing and Murdered Indigenous Women and Girls.

XIII. Media Coverage

The work of ICMP received extensive media coverage in 2016, as did the events organized to mark ICMP's 20th Anniversary, and the formal opening of ICMP Headquarters in The Hague.

In 2016, ICMP organized conferences in Europe, North America and Asia to highlight the global challenge of missing persons and to help coordinate the international response to this challenge. To

promote these and other initiatives, ICMP issued more than 30 press releases. Throughout the year, ICMP was approached by media outlets seeking information about the global issue of missing persons and enforced disappearances.

Stories about ICMP and interviews given by ICMP staff appeared in a wide array of media outlets, including international media:

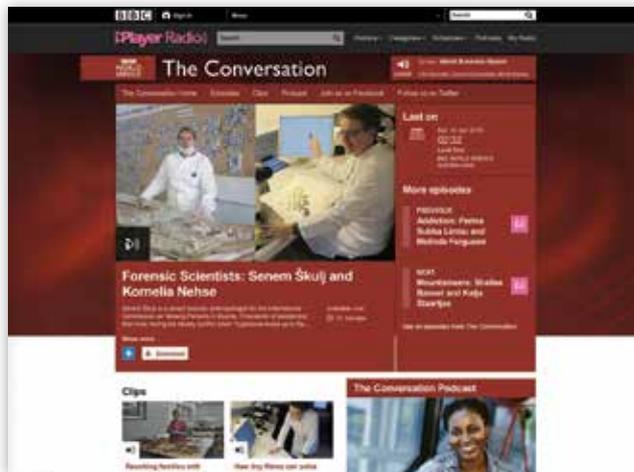
- ARGENTINA: El Ojo Digital;
- AUSTRALIA: Sydney Morning Herald;
- BOSNIA AND HERZEGOVINA: Al Jazeera Balkans, TV Hayat, BHT, FTV, TV1, TV PINK, RTRS, TV N1, TV HEMA, Dnevni avaz, Oslobodjenje, Fena, Balkan Insight, Radio Slobodna Europa, Glas Srpske, BH Dani, Nezavisne novine, Bljesak, fokus.ba, faktor.ba, vecernji.ba, and rtvslon.ba;
- COSTA RICA: El Pais;
- GERMANY: Die Zeit, Deutsche Welle, Der Spiegel;
- THE NETHERLANDS: NRC Handelsblad, Diplomat magazine;
- THE PHILIPPINES: Interaksyon;
- REPUBLIC OF SOUTH AFRICA: Eyewitness News;
- SPAIN: Television Espanola;
- SWITZERLAND: NZZ;
- UK: The BBC, The Guardian, The Telegraph, The Conversation;
- USA: NY Times, VOA, The Independent;
- INTERNATIONAL: Reuters, Newsweek, Forensic Magazine, Nature, Enterprise Innovation.

Further, following the conference organized on 27 January at the United Nations in New York by ICMP and Britain's permanent representation at the UN, the development news portal DEVEX carried an article by ICMP Chair Thomas Miller and ICMP Director-General Kathryne Bomberger analyzing the global issue of missing persons: <http://bit.ly/1IW9nzs>.

ICMP continued to augment its website and social media channels (Facebook, Twitter, LinkedIn and YouTube) over the course of the year. This resulted in an increasing the number of followers, visitors, and interactions on social networks.

ICMP is recognized on the international media scene as a reliable, relevant and professional partner and source when it comes to topics that relate to the issue of missing persons and enforced disappearances.

A selection of media reports about ICMP in 2016



XIV. Fundraising

14.1. Donor Meeting Hosted by the UK

In April, as one of the signatories to the Agreement on the Status and Functions of the International Commission on Missing Persons, the United Kingdom, led by H.E. Ambassador Sir Geoffrey Adams, hosted a seminar at its embassy in The Hague on the Global Challenge of Missing Persons and the role of ICMP. The primary aim of the seminar was to increase awareness of the issue and the need for states to recognize that it must be addressed. The secondary aim was to identify areas where ICMP can utilize funding in the most effective way.

The seminar was attended by over 40 representatives from embassies and organizations in The Hague, including those from Iraq, Chile, Croatia, Ukraine, Greece, Sri Lanka, USA, Canada, Ghana, Costa Rica, Colombia, Albania, Hungary, the EU, EUROPOL, IOM, ICTY, Kosovo, Belgium, Ireland, Mexico, Tunisia, Serbia, Norway, Korea, Luxembourg, Germany, France, the Netherlands, Sweden, Cyprus, Brazil, Lithuania, Slovakia, Austria and Guatemala, as well as the UK.

Discussion of the global issue was followed by a presentation on the work of ICMP, including the role

of data systems and forensic techniques, and the assistance that can be offered to governments to support the development of institutional capacity to account for the missing. The seminar concluded with an update on ICMP's initiative to establish an Inter-Agency Committee on Missing Persons in The Hague and to host a Global Forum on Missing Persons in 2017.

14.2. Other Fundraising Initiatives

ICMP is voluntarily funded and seeks support from five categories of donors: governments, multilateral organizations, foundations, corporate funding sources (including through in-kind donations and corporate social responsibility), and private donations. In the two decades after its inception in 1996, more than 90 percent of ICMP's funding was provided by government sources. The United States, the Netherlands, Norway, Sweden, Germany, and the United Kingdom were the biggest contributors to ICMP, in addition to the European Union as the 3rd largest contributor.

ICMP continuously works on seeking funding for its programs and activities. In 2016, a large proportion of the organization's efforts was concentrated on fundraising and the expansion of its donor base as well as on raising awareness of the global missing persons issue. In addition to maintaining the engagement of current donors, ICMP approached numerous prospective donors, including individuals, corporations and foundations. As a result of ICMP's

extensive fundraising efforts in 2016, exceptional volume of donations have been achieved for 2017 and 2018. At the end of the year, the governments of the Netherlands and the United Kingdom approved grants to cover elements of ICMP's core costs and cross-cutting programs. These two grants, together with the grant provided by Sweden, will allow ICMP to complete the majority of its headquarters transition in the course of 2017 and embark on the long overdue process of upgrading programmatic, administrative and financial structures. Additionally, program funding from the EU, Canada, Germany and Sweden for 2017 will allow ICMP to launch a Syria program, augment the Iraq program and launch a new project in Colombia.

Furthermore, a broad range of contacts have been established with foundations, in person and in writing, including on-line application requests. Thus far, ICMP has approached the Ford Foundation, the Oak Foundation, the Open Society Foundation, the Charles Stewart Mott Foundation, Humanity United, the MacArthur Foundation, the Sigrid Rausing Trust, the King Baudouin Foundation, the Rockefeller Brothers Fund, Caritas International Belgium, the Aegis Trust, Zennström Philanthropies and the Global Fund for Human Rights.

Throughout 2016, ICMP contacted Ministries of Foreign Affairs of donor countries to arrange meetings and presentations on the issue of missing persons and ICMP's role in addressing the issue. Presentations were held in Berlin,

Brussels, Luxembourg City, Oslo, Ottawa and Washington, D.C. More were scheduled for early 2017 in Stockholm and Bern. In addition, ICMP Commissioners and staff held meetings with the UK's Baroness Anelay, Minister of State for the Commonwealth and the UN at the Foreign & Commonwealth Office and the Prime Minister's Special Representative on Preventing Sexual Violence in Conflict, Dutch Foreign Minister Bert Koenders and Swedish Foreign Minister Margot Wallström.

New project initiatives were also launched with regard to helping authorities address the issue of missing migrants and refugees, especially refugee children missing in Europe.

ICMP will continue to raise funds for core program components, including Disaster Victim Identification (DVI) efforts. ICMP will also continue to collaborate with universities, private industry and others to incorporate new technologies, as it has recently done with Qiagen.

XV. Financial Statements

The following tables present ICMP's audited figures for year ended 31st December 2016.



Independent auditors' report

To the Commissioners of the International Commission on Missing Persons

Opinion

We have audited the financial statements of International Commission on Missing Persons ("the Commission"), which comprise the statement of financial position as at 31 December 2016, the statements of comprehensive income, changes in net assets and cash flows for the year then ended, and notes, comprising significant accounting policies and other explanatory information.

In our opinion, the accompanying financial statements give a true and fair view of the financial position of the Commission as at 31 December 2016, and of its financial performance and its cash flows for the year then ended in accordance with International Financial Reporting Standards (IFRS).

Basis for Opinion

We conducted our audit in accordance with International Standards on Auditing (ISAs). Our responsibilities under those standards are further described in the Auditors' Responsibilities for the Audit of the Financial Statements section of our report. We are independent of the Commission in accordance with the ethical requirements that are relevant to our audit of the financial statements, and we have fulfilled our other ethical responsibilities in accordance with these requirements. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

Director's Responsibility for the Financial Statements

Directors are responsible for the preparation and fair presentation of the financial statements in accordance with IFRS and for such internal control as Directors determine is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, Directors are responsible for assessing the Commission's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless Directors either intend to liquidate the Commission or to cease operations, or have no realistic alternative but to do so.

Directors are responsible for overseeing the Commission's financial reporting process.

Auditors' Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditors' report that includes our opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with ISAs will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.


KPMG B-H d.o.o. za reviziju
Kognitivni auditors
Zmaga od Bosne 7-7A/11
71000 Sarajevo
Bosna and Hercegovina



Statement of Comprehensive Income

	Note	2016 USD	2015 USD
Restricted donors' contributions	6	4,817,807	4,839,737
Unrestricted donors' contributions	7	2,292,999	1,436,450
Other income	8	43,482	6,528
Total income		7,154,288	6,282,715
Staff costs	9	(4,718,325)	(4,490,236)
Other operating expenses	10	(2,196,169)	(1,866,460)
Depreciation	12	(65,624)	(68,146)
Total operating costs		(6,980,118)	(6,424,842)
Finance income	11	97,913	261,752
Finance costs	11	(270,525)	(119,140)
Net finance (cost) / income		(172,612)	142,612
Surplus for the year		1,558	485
Other comprehensive income		–	–
Total comprehensive surplus for the year		1,558	485

Statement of Financial Position

	Note	2016 USD	2015 USD
ASSETS			
Non-current assets			
Plant and equipment	12	141,501	147,514
Total non-current assets		141,501	147,514
Current assets			
Accounts receivable	13	583,005	455,800
Other receivables	14	257,503	210,572
Cash and cash equivalents	15	4,250,994	3,480,737
Total current assets		5,091,502	4,147,109
TOTAL ASSETS		5,233,003	4,294,623
RESERVES AND LIABILITIES			
Reserves			
Accumulated surpluses		404,133	402,575
Non-current liabilities			
Employee benefits	16	1,805,087	1,676,655
Total non-current liabilities		1,805,087	1,676,655
Current liabilities			
Accounts and other payables	17	378,993	407,121
Deferred income	18	2,644,790	1,808,272
Total current liabilities		3,023,783	2,215,393
TOTAL RESERVES AND LIABILITIES		5,233,003	4,294,623

XVI. Looking Ahead

16.1. Syria

In 2017, on completion of an application for funding under the European Union's Foreign Policy Initiatives program, ICMP plans to launch data collection from missing persons' family members from Syria, which will lay the foundations for a future post-conflict Syria initiative to address the issue of large numbers of missing persons.

16.2. Iraq

ICMP will continue to help the Iraqi authorities secure mass graves in areas liberated from Da'esh, recover human remains and associated evidence, and conduct outreach to the families of the missing. Focusing initially on the victims of Da'esh-related crimes will provide the foundation upon which to build a longer-term strategy. ICMP will utilize its science and technology capacity to conduct high-throughput DNA testing and to strengthen forensic archeology and anthropology expertise. The aim will be to increase the capability to recover, preserve and analyze human remains and associated evidence, and to obtain post-mortem and ante-mortem samples.

16.3. Colombia



ICMP to assist Colombia in establishing the Search Unit to account for the missing

ICMP will support the Colombian authorities in establishing the Search Unit and making it operational. This will include formulating a program of technical support for the Search Unit and other institutions, and promoting a global discussion on international policy based on Colombia's experience. ICMP will also encourage Colombia's accession to the ICMP Agreement.

16.4. Science and Technology

ICMP will establish DNA laboratory functions in the new laboratory in The Hague, including standard DNA testing with current protocols and the development of Massively Parallel Sequencing (MPS) work flow. Staff training and transition to The Hague will be completed, with lab accreditation scheduled for July 2017. Standard Archeology and Anthropology training materials will be developed in conjunction with the Center for Excellence and Training.

16.5. Data Systems

The iDMS and OIC will be further improved with an emphasis on data analysis and reporting. The possibility of using mobile communications networks, and incorporating mobile communications forensics will be explored. Existing software will be made more secure, user friendly and applicable to diverse environments in different parts of the world, accessible in multiple languages and compliant with regional specifications. The Data Analysis division will be strengthened and data mining will be developed.



Massively Parallel Sequencing (MPS) Technology

16.6. Global Forum

The first meeting of the Global Forum on Missing Persons, in 2018, will focus on the securing the rights of families of the missing. The Global Report on Missing Persons, which will develop themes discussed at the Global Forum, will examine this issue in detail and review policy options.

16.7. Profiles of the Missing

ICMP will organize a Profiles of the Missing event in cooperation with the Swedish Institute of International Affairs in Stockholm in May 2017. Profiles of the Missing is part of a global discussion forum convened by the ICMP, bringing together policymakers, legal experts, academics, civil society activists and others to share experiences and best practice in developing institutional, societal and technical solutions to address the global challenge of missing and disappeared persons. Discussion at the 2017 event will focus on efforts to account for the missing that were effective in BIH and that have also proved to be effective in Disaster Victim Identification, as well as on strategies that are now being implemented in Colombia. Among other things, participants will seek to derive concrete lessons

from these strategies that can be applied in programs to account for missing persons from the conflicts in Iraq and Syria.



Her Majesty Queen Noor giving a speech at ICMP's Profiles of the Missing event in May 2017



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