

**BABES BOLYAI UNIVERSITY CLUJ-NAPOCA
FACULTY OF LAW**

**INTERNATIONAL JUDICIAL COOPERATION IN
CRIMINAL MATTERS**

(table of contents and abstract)

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ABSTRACT

1. The object and purpose of this research

Borders and long distances are no longer an obstacle to crime and in order to evade justice criminals seem to speculate very skilfully the flaws of certain legal systems and their institutional weaknesses. The classical procedures of international cooperation in criminal matters were no longer able to cope properly with this distress, so states were challenged to think about and implement quickly flexible and efficient mechanisms to mitigate the serious and increasing forms of crime. In this context, the international cooperation policies, on the whole, and international judicial cooperation, in particular, have experienced spectacular changes in recent years, being continually adapted to meet successfully the fight against transnational crime. This way, boundaries and distances seem to be no problem in the way of performing justice.

This scientific essay is dedicated to international judicial cooperation in criminal matters in the light of international instruments to which Romania is a party and of the relevant national legislation, aiming at capturing the evolution and prospects of the main specific forms in this domain as well as their practical implications and difficulties faced by judicial authorities. To this effect I have used established research methods, especially: the method of documentation, the logical method, the comparative method and the case method.

I dedicate this thesis particularly to the horizontal international judicial

cooperation developed in criminal matters between states. The other two dimensions of international cooperation, the vertical cooperation that arises between states and international criminal courts and the police cooperation carried out between police forces, will not be dealt with now otherwise than sequentially when they are in direct connection with the judicial cooperation. This is because the abundance, the intricacy and specificity of the norms governing the three dimensions of international cooperation and the novelty of the practical problems revealed by each of them advocates for a more detailed approach, which would not be possible within this thesis. Therefore, the vertical cooperation and the police cooperation remain to be dealt with on another occasion.

2. Structure

The thesis is structured into seven chapters.

In the first chapter, as a preliminary element, I have presented the concept, the specific principles, the nature of the sources, the forms and areas -objective and subjective- of international judicial cooperation in criminal matters.

In the following six chapters I have analysed separately the main forms of international judicial cooperation. The structure of each chapter is basically uniform, including introductory concepts and particular sources of the form of judicial cooperation dealt with, the form and substantive requirements, the process of forwarding and enforcing various requests for judicial cooperation and the effects resulting from the use of one or other form of judicial cooperation. In the case of other mechanisms of judicial cooperation, apart from the European Arrest Warrant, I have analysed the framework decisions, both those transposed into national law and those

waiting to be incorporated into national law, which in the European Union, are meant to give life to the principle of mutual recognition. These are:

- Council Framework Decision 2003/577/JHA of 22 July 2003 on the execution in the European Union of orders freezing property and material evidence;

- Council Framework Decision 2006/783/JHA of 6 October 2006 on the application of the principle of mutual recognition to confiscation orders;

- Council Framework Decision 2005/214/JHA of 24 February 2005 on the application of the principle of mutual recognition of financial penalties;

- Council Framework Decision 2009/299/JHA of 26 February 2009 amending Framework Decisions 2002/584/JHA, 2005/214/JHA, 2006/783/JHA, 2008/909/JHA and 2008/947 / JHA, thereby enhancing the procedural rights of persons and fostering the application of the principle of mutual recognition to decisions rendered in the absence of the person concerned at the trial;

- Council Framework Decision 2008/909/JHA of 27 November 2008 on the principle of mutual recognition to judgements in criminal matters imposing custodial sentences or measures involving deprivation of liberty for the purpose of their enforcement in the European Union;

- Council Framework Decision 2008/947/JHA of 27 November 2008 on the principle of mutual recognition to judgements and probation decisions with a view to the supervision of probation measures and alternative sanctions;

- Council Framework Decision 2009/829/JHA of 23 October 2009 on the application, between Member States of the European Union, of the principle of mutual recognition to decisions on supervision measures as an alternative to detention.

Specifically, in the second chapter, in seven sections I have dealt with the theoretical and practical issues involved in extradition -the most common form of judicial cooperation, whose origins come from Antiquity. Essentially, extradition appears as a legal commitment between two sovereign states, to deliver a person to the requesting state for the purpose of conducting a criminal investigation or for execution of a custodial sentence. Although initially it was connected to the classical principles of double criminality, no-extradition for own nationals and political and military offenders, in the front of the challenges brought about by the new forms of crime, the extradition law has undergone gradually significant changes, the democratic states showing willingness, with certain reservations and under certain conditions, to extradite their own citizens, to soften the rigid obstacle of double criminality and exclude political and military offences from among the non-extradition clauses. At the same time, though political intervention has not been fully abandoned in the extradition procedure, an important role is recognized to courts as safeguards of human rights and fundamental freedoms. In Romania, after the review of the Constitution in 2003, no-extradition for own nationals is no longer an absolute rule, and the final decision is always to be given by the Court.

The third chapter, divided into seven sections, is dedicated to the European Arrest Warrant, the first materialization at the level of the European Union of the principle of mutual recognition and the first successful instrument which replaced the lengthy and tedious procedures of extradition by a slim and fast surrender mechanism between Member States. If extradition is qualified as the queen-institution of judicial cooperation then, during its nine years of existence, the EAW has certainly earned the status of king of European judicial cooperation. The European Arrest

Warrant is a judicial basis for the apprehension and surrender of a requested person, either in view of conducting pending criminal proceedings or to execute a punishment or measure involving deprivation of liberty. Conceived in this way, the European Arrest Warrant is designed to remove some of the major shortcomings of extradition, both by limiting the grounds for refusal of the surrender and by creating a fully operational and legal surrender procedure. But, since it involves a goal identical to extradition, yet moderating the form requirements and the grounds of refusal, the intricacy of the procedure being replaced by a simple and fast surrender, the European Arrest Warrant is in fact a simplified extradition. However, four important elements distinguish clearly extradition from the EAW: a "depoliticizing" of this cooperation mechanism, giving up the rule of no-extradition for own nationals, a partial abandonment of the double criminality and dismissal of political and military offences from among the grounds for refusal of surrender.

In the fourth chapter, in three sections I have tackled the transfer of criminal proceedings. Essentially, the transfer of criminal proceedings is the mechanism of international judicial cooperation through which the requesting state abandons, under certain conditions, the repressive procedures triggered under its jurisdiction and transfers them onto the requested State, and the latter receives and continues them. Originally seen as an auxiliary to extradition, designed to implement the rule *aut dedere aut judicare*, in time the transfer of proceedings imposed itself as an independent form of international judicial cooperation with appropriate and reliable solutions both to avoid the risk of a double punishment for the same criminal conduct and to regulate international conflicts of jurisdiction as well as to re-socialize offenders.

The fifth chapter is structured into three sections, being devoted to the recognition of foreign criminal decisions. Recognition of foreign decisions imposes the assimilation of a certain decision into the law of a state in the same manner as a decision delivered by the judicial authorities of that State and acceptance of its legal effects, to the same extent as domestic decisions, despite the differences between the two rules of law and its enforcement. In criminal matters, the recognition of foreign decisions is one of the most controversial and sensitive forms of international judicial cooperation, which originally faced two major obstacles: the principle of sovereignty and of dual criminality.

The evolution of concepts and principles born in Europe surely marked the manner of approach of the mechanism of recognition of criminal decisions given in Member States. While the recognition of foreign criminal decisions was not a new objective in the European Union, the concept of *mutual recognition* of criminal decisions became a principle of judicial cooperation with new, genuine and revolutionary values, on the occasion of the extraordinary summit in Tampere on 15 and 16 October 1999, being elevated to the position of "cornerstone" of international judicial cooperation. As such, mutual recognition means that a criminal decisions delivered by an authority of a Member State shall produce the same legal effect in all other Member States without being subject to unnecessary formalities or conformity requirements with the rule of law in the receiving state.

Closely related to the recognition of foreign criminal decisions is the transfer of sentenced persons, a mechanism that I have discussed in chapter six, divided into three sections. Through this form of international judicial cooperation, for the sake of social re-inclusion, a person sentenced on the

territory of a State to a punishment or a measure involving deprivation of liberty can serve that punishment in another state, in his social and family environment. The main international instrument governing the transfer of sentenced persons which has enjoyed success among Member States and third parties of the Council of Europe, is the Convention on the Transfer of Sentenced Persons, opened for signature in Strasbourg on 21 March 1983. Therefore, I have assigned a large part of this chapter to the analysis of conditions and procedures of the transfer under the Convention of 1983 and the Additional Protocol, which were precisely adopted by the Romanian legislator.

Along with the development initiated by the principle of mutual recognition in the EU and in accordance with the Program of measures to implement the principle of mutual recognition of decisions in criminal matters, adopted on 29 November 2000 and the Hague Programme on strengthening freedom, security and justice in the European Union of 10 May 2005, it has become increasingly necessary to implement modern mechanisms for mutual recognition of final decisions involving deprivation of liberty and the widespread application of the principle of transfer of sentenced persons so as to include persons residing in a Member State. At the same time, it seemed increasingly necessary to develop the cooperation laid down in the Council of Europe instruments on transfer of sentenced persons. This has become even more essential since neither the Convention of 1983 nor the Additional Protocol to this Convention impose an obligation in principle on the takeover of sentenced persons for the purpose of executing a punishment. Moreover, under the Convention of 1983, sentenced persons may be transferred only to their State of nationality and only with their consent, however no prevailing importance should be given

to the involvement of the sentenced person in the procedure. The Additional Protocol to the Convention allows the transfer without the person's consent, subject to certain conditions, but this protocol has not been ratified by all Member States. In this context, it was adopted the Council Framework Decision 2008/909/JHA of 27 November 2008 on the principle of mutual recognition to decisions in criminal matters imposing punishments or measures involving deprivation of liberty for the purpose of their enforcement in the European Union. The provisions of this Framework Decision, not yet transposed into national law, are analysed in detail in the latter part of the sixth chapter.

The last chapter, structured into four sections, is dedicated to accessory legal assistance a domain that, along with mutual recognition of criminal decisions, has experienced lately the most visible innovations in the domain of international judicial cooperation in criminal matters.

These advances are felt, on the one hand, in the abandonment of traditional rules circulated in cooperation practices. Thus, the rule of forwarding requests indirectly, through central authorities, was overthrown and replaced between Member States of the European Union with the rule of direct forwarding from one judicial authority to another. At the same time, the principle of *locus regit actum* governing the execution of requests for legal assistance, lost from its importance and significant improvements have been made to prevent certain problems concerning the validity of the act or the measure taken by the requested State, occurring in the requesting State, particularly because of differences between the two legal systems. In this context, the relevant international instruments have given way to the principle of *forum regit actum* according to which the request for legal assistance will be executed according to the formalities and procedures

provided by the law of the requesting State. Meanwhile, in parallel they enable the judicial authorities of the requested State to approve the participation of the competent authorities indicated by the requesting State in the rogatory commission, as well as the parties or their lawyers or agents.

On the other hand, alongside the traditional rogatory letters, the service of process, the transfer of persons detained in the requesting State, the criminal records, there are new, modern and sometimes sophisticated legal assistance forms that have emerged, such as hearings by video-and teleconference, spontaneous transmission of information, transnational monitoring, monitored deliveries, undercover investigations, joint investigation teams and interception of telecommunications.

All these changes are designed to streamline and expedite procedures, emphasizing the role of the judicial authorities and to decentralize the legal assistance, to make the important step from a simple aid of a state given in criminal proceedings conducted in another state to mutual assistance, to a co-ordination between the involved judicial authorities and generally, to have the important task of contributing to the proper administration of justice.