Christopher Soler

The Global Prosecution of Core Crimes under International Law





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To the wrongly convicted and imprisoned, in the hope they would be freed;

to all victims who still await criminal justice, in the belief it shall prevail; and

to all journalists who, at the risk of losing their own lives, courageously expose such sad stories.

Foreword

There are several ways by means of which one could read the book by Dr. Christopher Soler entitled *The Global Prosecution of Core Crimes under International Law*. The book adopts a multi-layered approach in which every part is both autonomous and functional to the larger design. This outcome may correspond to the author's own intellectual maturation while preparing his doctoral dissertation, but has the distinct advantage that the reader can benefit both from each and every chapter on its own, as well as from the entirety of the book as a whole for a unitary vision. To this extent, the book can serve as a valuable frame of reference for jurists, judges, legal practitioners, academics and public administrators who work in the dynamic fields of international human rights law and international criminal law, more so because the book has a noticeable substantive law dimension and a marked procedural law perspective.

Christopher Soler earned his Ph.D. from the prestigious University of Amsterdam, which degree led to this book, after conducting extensive research under the supervision of Prof. Harmen van der Wilt, whose guidance helped him deepen his reasoning relating to some delicate criminal responsibility issues in addition to various institutional matters revolving around the very "architecture" of international criminal justice as a system *per se*.

First, the book offers a bird's-eye view on international criminal justice and describes, in a competent and appropriate way, the diversified scope of jurisdictional avenues which serve to bring to justice those accused of major international crimes (the so-called "core crimes", and the author expresses an interesting view on this very terminology). The author scrutinizes the *aut dedere aut judicare* rule in the detail it deserves. This certainly constitutes an overarching benefit of this work.

Secondly, the book examines some of the most crucial difficulties in international criminal justice, namely the lack of cooperation, in particular in the execution of arrest warrants and in the surrender of defendants. In this regard, the author offers a number of interesting proposals and thought provoking comments with a view to strengthen the cooperation system between states and the International Criminal Court.

viii Foreword

Thirdly, the book presents a renewed perspective on domestic efforts to prosecute and punish persons accused of international crimes by supporting the notion that a broader positive obligation for states to repress/punish core crimes is emerging.

Fourthly, there are constructive reflections upon possible improvements to be made to the coordination between the domestic and international level, so as to transform an often confrontational relationship into a more collaborative one. The vertical and horizontal systems of enforcement are thoroughly examined. This, in and of itself, contributes to a better understanding of such systems and is another enveloping benefit of this book. Moreover, both systems are integrated and dissected systematically to provide the answer to the main research question of the analytical study, this being: Which are the juridical obstacles to the surrender and/or extradition of individuals wanted for core crimes? The examination and critical analysis of both systems of enforcement of international criminal law in one and the same work gives this book a significant edge over other studies which only deal with the systems of enforcement individually and separately, just as though they were completely distinct and detached frameworks. This is another underlying asset of this work.

Finally, this book is a timely contribution to the broader debate on the future of international criminal justice and on the possible ways to offer redress to the victims of international crimes. The author combines his extensive practical experience as an attorney involved in criminal law cases with a trans-national dimension (extradition, judicial cooperation and so on), with diplomatic experience as State representative in ICC-related matters, together with an academic approach which leads him to offer both practical and expedient solutions.

In this vein, the author offers several potential options that could improve the current situation. Moreover, reviewing the framework of existing rules, he identifies a number of solutions which could strengthen the overall objective of rendering justice for core crimes in a more efficient and effective manner.

An area where recent developments will potentially benefit from this work is the establishment of mechanisms designed to collect and preserve evidence for possible use in criminal proceedings either at national or international level, before tribunals which are yet to be determined. In this regard, the International, Impartial and Independent Mechanism to Assist in the Investigation and Prosecution of Persons Responsible for the Most Serious Crimes under International Law Committed in the Syrian Arab Republic since March 2011 (also known as the "IIIM") established by the UN General Assembly in December 2016 or the Investigative team to promote accountability for Daesh/ISIL crimes (UNITAD) created by the Security Council in September 2017, at the request of the Government of Iraq, come to mind. These recent mechanisms as well as other nascent initiatives such as the proposed multilateral treaty for mutual legal assistance and extradition for the domestic prosecution of the most serious international crimes launched by the Netherlands together with several other States, as well as the possible draft convention on the prevention and repression of crimes against humanity emerging from the works of the International Law Commission, seem to point to a "new era" for international Foreword ix

criminal justice—the era of return to national jurisdiction, coherently—somehow—with the principle of complementarity of the ICC jurisdiction.

Broadly speaking the author does not challenge the main underlying idea behind the notion of complementarity that domestic courts are and remain the essential avenue for the prosecution and punishment of international crimes. However, he makes a clever attempt to offer a broader perspective that apart from domestic courts includes a strengthened role for the ICC, legislative reforms and appropriate implementation of the ICC Statute and domestication of international norms.

The book, which I strongly commend, offers innovative ideas on how to further structure a functioning "global system" of international criminal justice where the various actors involved would cooperate more effectively towards the objective of rendering justice for victims of international crimes.

New York, USA/Catania, Italy October–November 2018

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Preface

This book deals with the prosecution of core crimes and is aimed at legal practitioners (prosecutors, defence lawyers, magistrates and judges), jurists, experts of criminal justice, researchers, public administrators, law students, human rights activists and journalists. It provides the first comprehensive study of both systems of enforcement of international criminal law, and of the relationship between these systems, in one book by using with the same lens. It examines an under-studied field of law and serves to increase an understanding of the two systems of enforcement of international criminal law, these being the horizontal system of enforcement and the vertical system of enforcement, also known as the supra-national system and the inter-State system respectively. These are dealt with separately, but the interaction between them is also assessed. This book differentiates between various species (categories) of crimes, establishing a frame of reference for the ultimate consideration of the two systems of enforcement. It offers perspectives which, in turn, can be used to improve the prevailing enforcement regime. Moreover, it undertakes an exhaustive jurisprudential overview in assessing the systems of enforcement of international criminal law. In so doing, it offers insights about how the enforcement of international criminal law can be consolidated and improved, both in so far as substantive international criminal law is concerned and in respect of procedural international criminal law. By virtue of the legal analysis therein, this book espouses a human rights law oriented critique to the general enforcement of domestic, regional and international criminal justice.

It is distressing to contemplate why persons are investigated, prosecuted and punished for various crimes such as theft, to give just one example, whereas they are frequently not investigated, prosecuted and punished for mass atrocities (core crimes) which, besides endangering international peace and security, cause immense suffering and hardship to many human beings and to humankind in general. This *realpolitik*, i.e. the failure to investigate, prosecute and punish core crimes, is becoming more common place in view of an increasing number of States which are either unwilling or unable to do so for reasons which I delve into. Upon such failure, the responsibility to protect has to be assumed either by other States which could exercise other forms of jurisdiction, such as universal jurisdiction, over

xii Preface

persons found on their territory, or else by the international community in the form of an investigation and prosecution before an international criminal tribunal, a judicial panel, a special court, a hybrid court and/or the International Criminal Court. I research the ways (means) how this could be implemented, and also consider which judicial institution is best positioned (placed) to do so.

By scrutinizing the cooperation regime within both systems of enforcement, the book investigates the extent to which obstacles to the surrender and/or extradition of individuals are insurmountable or otherwise. Where grounds for refusal of extradition are invoked by States, some ideas to restrict their application and effect, without violating international human rights law, are postulated. These can include ways to circumvent the stumbling block, id est, the ground for refusal. I suggest ways, methods and ideas which could incentivise and encourage the cooperation of States which are called to surrender or extradite (i.e. physically transfer) an individual wanted for the purposes of an eventual prosecution of core crimes. My proposals are of a juridical (legal) nature and hinge upon the pretext that international criminal law is poorly executed and implemented because of a major stumbling block, this being that individuals wanted for core crimes are not surrendered to the International Criminal Court and are not extradited to the requesting State which intends to prosecute them for their alleged crimes notwithstanding the subsistence of compelling incriminating evidence which could, in all probability, be sufficient to secure their conviction before a competent criminal court. I challenge such grounds for refusal of surrender and/or extradition, where this is possible. Should this not be possible, I examine ways how the stumbling block (i.e. the ground for refusal) could be circumvented, provided these remedial measures do not violate international human rights law.

The book is divided in five (V) parts and organised in twenty-three (23) chapters. Throughout the work, I examine the extent to which grounds for refusal of surrender act as obstacles to hinder or jeopardise the process of surrender from a State to the International Criminal Court. I investigate the extent to which grounds for refusal of extradition act as obstacles to hinder or jeopardise the extradition process between the requesting State and the requested State. The critical analysis is preceded by an inspection of the concept of 'core crimes' which are distinguished from 'transnational organized crimes', 'international crimes' and 'domestic crimes'. I undertake an autopsy of the general State obligation to cooperate, illustrate the extent to which such obligation is binding (both upon State Parties to the International Criminal Court and upon non-State Parties in certain circumstances), and reveal the consequences in cases of a breach thereof.

To achieve the above objective, I avail myself and make use of principles, such as complementarity and subsidiarity, which are crucial to successfully execute rules of international law such as the obligation to extradite or prosecute (aut dedere aut judicare), a rule which is also examined in detail. Understanding both systems of enforcement, comprehensively and collectively, unmasks the synergy and inter-relation between them. The work determines the ability and the potential of each one of the two systems of enforcement to fight impunity and, in a secondary manner, the ability and the potential of the remaining system to fight impunity upon

Preface xiii

the default of the other system. The prospective roles of domestic, hybrid, special (*sui generis*) and international courts (and tribunals) in the fight against impunity for the purposes of the enforcement of international criminal law are discussed and evaluated. The proliferation of such courts and tribunals is a laudable effort of the international community which is aimed to ensure that victims of core crimes can at least have their day in court.

Valletta, Malta January 2019 Christopher Soler

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This book is an updated and revised version of the doctoral thesis which I defended at the beautiful Agnietenkapel, Universiteit van Amsterdam, on 22 December 2017, a very special day. This project started at the very end of 2010, with the encouragement of the Rector Emeritus of the University of Malta, Prof. Juanito Camilleri, and of the Chancellor of the University of Malta, Prof. David Attard, my role model, now Judge and Vice-President of the International Tribunal for the Law of the Sea. I thank you both for the encouragement and for your belief in me. This project was largely enabled by the financial contribution of the University of Malta, of which I am currently the Director (Legal Services) and which I thank for sponsoring my doctoral research. I hereby express appreciation to Prof. Alfred J. Vella, Rector of the University of Malta. Rettur, thank you for allowing me both to pursue my Ph.D. studies and to permit that I chair two important working groups under the auspices of the Maltese Presidency of the Council of the European Union, namely COJUR (Public International Law) and COJUR-ICC (International Criminal Court) between January and June 2017. I thank the Government of Malta for appointing me both to chair such workshops and also as its delegate to the Assembly of State Parties to the Rome Statute of the International Criminal Court in its 15th session held in The Hague between 16 and 24 November 2016. These were enriching experiences. Furthermore, my judicial role as Chairperson of one of the three Chambers of the Refugee Appeals Board in terms of the Refugees Act, Chapter 420 of the Laws of Malta, has increased my awareness about the distressing human tragedies that underlie the consummation of serious crimes of concern to the international community.

Throughout my doctoral research there have been some special colleagues, close friends of mine, who have shown interest in my project and, occasionally, provided sound advice. Their constructive critique has enabled me to pose some important questions which proved to be fruitful. These include Prof. Kevin Aquilina, my mentor, Prof. Andrew Muscat, Prof. Giuseppe Cataldi, Prof. Stephen Calleya, Judge Prof. Liesbeth Lijnzaad, Assist. Prof. Rosanne van Alebeek, Adjunct Prof. David Donat Cattin, Assoc. Prof. João Casqueira Cardoso, Judge Juan Carlos

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Acknowledgements xvii

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Contents

| Par | t I | Introduction | |
|-----|-------------------|--|----------------------|
| 1 | 1.1 1.2 1.3 | Field of Application | 3 8 10 13 |
| 2 | Pro 2.1 | eliminary Observations on the Systems of Enforcement The Vertical System of Enforcement: A Useful Frame of Reference | 15 |
| | 2.2 Re: | | 23 25 |
| Par | t II | The Characterisation and Prosecution of Core Crimes: Some Underlying Assumptions | |
| 3 | to | the International Community | 31 |
| 4 | 4.1 4.2 | | 41 43 40 50 |
| 5 | Wi | nat Is Required to Intrude into the Sovereignty of a Defaulting ate in Order to Investigate and Prosecute Core Crimes? | 59 61 |

xx Contents

| | 5.2 | Why Do Group (Collective) Crimes Breach Human | |
|-----|---|---|-----|
| | | Security and Why Are They so Harmful? | 66 |
| | 5.3 | Interventions Designed to Prevent and Punish Core Crimes | |
| | | by Prosecuting Core Crimes | 72 |
| | 5.4 | The Conceptual Genesis of the Responsibility to Protect | 73 |
| | 5.5 | The Transformation of the Concept of the Responsibility | |
| | | to Protect into a Legal Principle | 76 |
| | Refer | rences | 82 |
| 6 | The Overarching Contextual (Juridical) Elements | | 89 |
| _ | 6.1 | Genocide | 91 |
| | 6.2 | Crimes Against Humanity | 93 |
| | 6.3 | War Crimes | 101 |
| | 6.4 | Aggression | 104 |
| | Refe | rences | 106 |
| 7 | The | Juridical Consequences of Core Crimes: Individual | |
| • | | inal Liability and State Aggravated Responsibility | 111 |
| | | rences | 116 |
| | | | |
| 8 | | cting the Determining and Distinguishing Factors | 117 |
| | 8.1 | Core Crimes Versus Transnational Organized Crimes | 118 |
| | 8.2 | Core Crimes Versus Domestic Crimes | 131 |
| | 8.3 | Core Crimes Versus International Crimes | 133 |
| | 8.4 | Concluding Remarks | 138 |
| | Refe | rences | 139 |
| Par | t III | The Vertical System of Enforcement | |
| 9 | Calla | | 147 |
| 9 | 9.1 | nt Features of the Vertical System of Enforcement | 147 |
| | 9.1 | Distinguishable Models of the Vertical System | 140 |
| | 9.2 | of Enforcement | 149 |
| | 9.3 | The Line of Demarcation Between a Preference | 149 |
| | 9.5 | and a Necessity | 156 |
| | Refer | rences | 160 |
| | | | |
| 10 | | State Obligation to Cooperate under International Law | 165 |
| | 10.1 | The Nature of the General Obligation of An ICC State | |
| | | Party to Cooperate | 166 |
| | 10.2 | The Obligations of Non-State Parties under the United Nations | |
| | | Security Council Resolution Regime | 175 |
| | 10.3 | The Consequences of a Breach of the State's Obligation | |
| | | to Cooperate | 184 |
| | Refer | rences | 201 |

Contents xxi

| 11 | Inher | rent Limitations of the Vertical System of Enforcement | 209 |
|-----------|--------|---|------------|
| | 11.1 | Grounds for Refusal Emerging Directly from Admissibility | |
| | | Challenges | 216 |
| | | 11.1.1 Genuine Willingness or Ability to Prosecute | 218 |
| | | 11.1.2 Ne Bis in Idem | 231 |
| | | 11.1.3 Postponement of the Execution of a Request | |
| | | for Surrender | 249 |
| | 11.2 | Competing Requests and Conflicting Obligations | 251 |
| | 11.3 | Specific Requirements under National Law | 255 |
| | | 11.3.1 Abuse of Process | 256 |
| | 11.4 | Diplomatic Privileges and Immunities | 265 |
| | | 11.4.1 Immunities Rationae Personae | 278 |
| | | 11.4.2 Immunities <i>Rationae Materiae</i> | 289 |
| | 11.5 | The Rule of Speciality | 296 |
| | Refer | rences | 298 |
| 12 | The l | Ensuing 'Jurisdictional Joint Venture', A Division | |
| | | abour Par Excellence | 311 |
| | | ences | |
| | 110101 | | 01. |
| Par | t IV | The Horizontal System of Enforcement | |
| 10 | | * | 210 |
| 13 | | Dedere Aut Judicare | 319 |
| | 13.1 | The Nature, Scope and Status of the Aut Dedere Aut | 221 |
| | 12.0 | Judicare Rule | 321 |
| | 13.2 | | 251 |
| | 12.2 | in Domestic Criminal Courts | 351 |
| | 13.3 | Limitations of the Aut Dedere Aut Judicare Rule | 367 |
| | 13.4 | Emerging Alternatives to the Aut Dedere Aut Judicare | 270 |
| | 12.5 | Formulae | 370 |
| | 13.5 | The Fractional Re-characterisation of the <i>Aut Dedere</i> | 200 |
| | Dafan | Aut Judicare Rule | 380 389 |
| | Refer | rences | 369 |
| 14 | The l | Reliance of the Horizontal System of Enforcement | |
| | on th | e Corpus Juris Relating to Extradition | 403 |
| | Refer | rences | 408 |
| 15 | The l | Impact of Customary International Law and General | |
| 13 | | siples of Law on the Horizontal System of Enforcement | 411 |
| | | ences | 413 |
| | | | 713 |
| 16 | Pitfal | lls Within the Horizontal System of Enforcement | 415 |
| | | | |
| | 16.1 | The Non-extradition of Nationals | |

xxii Contents

| | 16.3 | The Political Offence Exemption | 437 |
|---|--|---|--|
| | 16.4 | The Double Criminality Rule | 448 |
| | 16.5 | The Exclusion of the Cause of the Criminal Action | |
| | | by Reason of Amnesty | 454 |
| | 16.6 | Plea Bargaining | 465 |
| | 16.7 | Human Rights General Exceptions to Extraditions | 467 |
| | | 16.7.1 The Right to a Fair Trial | 470 |
| | | 16.7.2 The Ne Bis in Idem Rule | 477 |
| | | 16.7.3 The Prohibition of Torture and Other Cruel, | |
| | | Inhuman and Degrading Treatment or Punishment | 493 |
| | 460 | 16.7.4 Death Row and the Death Penalty | 507 |
| | 16.8 | Diplomatic Privileges and Immunities | 518 |
| | | 16.8.1 Immunities Rationae Personae | 519 |
| | D 6 | 16.8.2 Immunities <i>Rationae Materiae</i> | 522 |
| | Refer | ences | 533 |
| 17 | Conc | urrent State Obligations | 551 |
| | Refer | ences | 553 |
| 18 | The | Self-assumption of Jurisdiction: An Abuse of Process | |
| 10 | | Necessary Evil? | 555 |
| | | ences | 559 |
| | KCICI | circos | 337 |
| Par | t V | Conclusion | |
| | | | |
| 19 | | Obligation of States to Prevent, Prosecute and Punish | |
| 19 | | Obligation of States to Prevent, Prosecute and Punish Crimes | 563 |
| 19 | Core | | 563 577 |
| | Core Refer | Crimes | |
| 19 20 | Core Refer The l | Crimes | 577 |
| | Core Refer The I Cons | Crimes | 577581 |
| 20 | Core Refer The I Cons Refer | Crimes ences Development of Functional International titutionalism ences | 577 |
| | Core Refer The I Cons Refer The I | Crimes ences Development of Functional International titutionalism ences Exercise of Kompetenz-Kompetenz in the Determination | 577 581 584 |
| 20 | Core Refer The l Cons Refer The l of Pr | Crimes ences Development of Functional International titutionalism ences Exercise of Kompetenz-Kompetenz in the Determination esumptive Jurisdiction | 577581584587 |
| 20 | Core Refer The l Cons Refer The l of Pr 21.1 | Crimes ences Development of Functional International titutionalism ences Exercise of Kompetenz-Kompetenz in the Determination esumptive Jurisdiction International Courts | 577 581 584 587 589 |
| 20 | Core Refer The I Cons Refer The I of Pr 21.1 21.2 | Crimes ences Development of Functional International titutionalism ences Exercise of Kompetenz-Kompetenz in the Determination esumptive Jurisdiction International Courts Domestic Courts | 577 581 584 587 589 592 |
| 20 | Core Refer The I Cons Refer The I of Pr 21.1 21.2 | Crimes ences Development of Functional International titutionalism ences Exercise of Kompetenz-Kompetenz in the Determination esumptive Jurisdiction International Courts | 577 581 584 587 589 |
| 20 | Core Refer The l Cons Refer The l 21.1 21.2 Refer The l | Crimes ences Development of Functional International titutionalism ences Exercise of Kompetenz-Kompetenz in the Determination esumptive Jurisdiction International Courts Domestic Courts | 577 581 584 587 589 592 |
| 202122 | Core Refer The I Cons Refer The I of Pr 21.1 21.2 Refer The I Refer | Crimes ences Development of Functional International titutionalism ences Exercise of Kompetenz-Kompetenz in the Determination esumptive Jurisdiction International Courts Domestic Courts ences Proliferation of Judicial Panels and Judicial Partnerships ences | 577 581 584 587 589 592 595 597 601 |
| 20 | Core Refer The l Cons Refer The l 21.1 21.2 Refer The l Refer Conc | Crimes ences Development of Functional International titutionalism ences Exercise of Kompetenz-Kompetenz in the Determination esumptive Jurisdiction International Courts Domestic Courts ences Proliferation of Judicial Panels and Judicial Partnerships ences luding Observations and Final Remarks | 577 581 584 587 589 592 595 597 601 603 |
| 202122 | Core Refer The l Cons Refer The l 21.1 21.2 Refer The l Refer Conc | Crimes ences Development of Functional International titutionalism ences Exercise of Kompetenz-Kompetenz in the Determination esumptive Jurisdiction International Courts Domestic Courts ences Proliferation of Judicial Panels and Judicial Partnerships ences | 577 581 584 587 589 592 595 597 601 |
| 20212223 | Core Refer The l Cons Refer The l 21.1 21.2 Refer The l Refer Conc Refer | Crimes ences Development of Functional International titutionalism ences Exercise of Kompetenz-Kompetenz in the Determination esumptive Jurisdiction International Courts Domestic Courts ences Proliferation of Judicial Panels and Judicial Partnerships ences luding Observations and Final Remarks ences | 5777 5811 5844 5877 5899 5922 595 5977 6011 6033 615 |
| 20212223 | Core Refer The l Cons Refer The l 21.1 21.2 Refer The l Refer Conc Refer | Crimes ences Development of Functional International titutionalism ences Exercise of Kompetenz-Kompetenz in the Determination esumptive Jurisdiction International Courts Domestic Courts ences Proliferation of Judicial Panels and Judicial Partnerships ences luding Observations and Final Remarks | 577 581 584 587 589 592 595 597 601 603 |

Abbreviations

ABA American Bar Association

ACIL Amsterdam Centre for International Law
ACJHR African Court of Justice and Human Rights
ACmmHPR African Commission on Human and Peoples'

Rights

ACtHPR African Court of Human and Peoples' Rights

AG Advocate General

AHRLJ African Human Rights Law Journal
AHRLR African Human Rights Law Reports

AI Amnesty International

AIDP Association Internationale de Droit Pénal
AIDS Acquired Immune Deficiency Syndrome
AIP Amnesty International Publications

AJICL Arizona Journal of International and Comparative

Law

AJIL American Journal of International Law
AJLS African Journal of Legal Studies

AJPIL Austrian Journal of Public and International Law

ALJ Australian Law Journal

Anx. Annex

A-P JHR Asia-Pacific Journal on Human Rights APSR American Political Science Review

Ashgate Ashgate Publishing Limited

ASIL American Society of International Law

ASP Assembly of State Parties to the Rome Statute

of the International Criminal Court

ASR African Studies Review
Asser Institute T.M.C. Asser Instituut
Asser Press T.M.C. Asser Press

xxiv Abbreviations

AUILR American University International Law Review

AULR Auckland University Law Review

Basic Principles & Guidelines Basic Principles and Guidelines on the Right to a

Remedy and Reparation for Victims of Gross Violations of International Human Rights Law

and Serious Violations of International

Humanitarian Law

BCICLR Boston College International and Comparative

Law Review

BEP Berkeley Electronic Press
BiH Bosnia and Herzegovina

BIICL British Institute of International and Comparative

Law

BJIL Berkeley Journal of International Law BLSR Berkeley Law Scholarship Repository

Brill Koninklijke Brill N.V.

BUILJ Boston University International Law Journal

BWCC Bosnian War Crimes Chamber

BYIL British Yearbook of International Law

CaLR California Law Review
CAP Carolina Academic Press
CAR Central African Republic
CAT Convention Against Torture

CgJIL Chicago Journal of International Law
ChJIL Chinese Journal of International Law

CIA Central Intelligence Agency
CILJ Cornell International Law Journal

CILRAP Centre for International Law Research and Policy

CISA Convention Implementing the Schengen

Agreement

CJEL Columbia Journal of European Law
CJTL Columbia Journal of Transnational Law

CLF Criminal Law Forum
CLJ Cambridge Law Journal
ClIUP Cornell University Press
CLP Current Legal Problems
CLR Criminal Law Review

CLSC Crime, Law and Social Change CMP Cameron May Publishing Limited

CoE Council of Europe
COJUR Comité Juridique
CP Clarendon Press

CPL Cavendish Publishing Limited

CREMS Convention Relating to Extradition between the

Member States of the European Union

Abbreviations xxv

CUP Cambridge University Press
D & H Dunker & Humblot GmbH

Daesh Ad-Dawlah al-Islamiyah fil 'Iraq wa ash-Sham DINA Dirección de Intelligencia Nacional, Chile DJCIL Duke Journal of Comparative and International

Law

Doc. Document

DPLR DePaul Law Review

DRC The Democratic Republic of The Congo

EAC Extraordinary African Chambers

EAW European Arrest Warrant

ECCC Extraordinary Chambers in the Courts of

Cambodia for the Prosecution of Crimes Committed During the Period of Democratic

Kampuchea

ECE European Convention on Extradition ECFI Court of First Instance of the European

Communities

ECJ Court of Justice of the European Union

ECMAC European Convention on Mutual Assistance in

Criminal Matters

ECtHR European Court of Human Rights and

Fundamental Freedoms

ECvHR European Convention for the Protection of

Human Rights and Fundamental Freedoms

ed. Editor edn. Edition eds. Editors

EE Edward Elgar Publishing Limited
EILR Emory International Law Review

EJCCLCJ European Journal of Crime, Criminal Law and

Criminal Justice

EJIL European Journal of International Law

EJIL: Talk! The Blog of the European Journal of International

Law

EJLS European Journal of Legal Studies
EPPO European Public Prosecutor's Office
ESPO Ethiopian Special Prosecutor's Office

ETSPSC East Timor Special Panels for Serious Crimes

EU European Union

EUCLR European Union Constitutional Law Review
FARC Fuerzas Armadas Revolucionarias de Colombia
FEDEFAM Federación Latinoamericana de Asociaciones de

Familiares de Detenidos-Desaparecidos

xxvi Abbreviations

FIDH Fédération Internationale des Ligues des Droits

de l'Homme

FILJ Fordham International Law Journal

FP The Foundation Press

FRA European Union Agency for Fundamental Rights
Framework Decision on the
European Arrest Warrant

European Union Agency for Fundamental Rights
EU Council Framework Decision 2002/584 of the
13th June 2002 on the European Arrest Warrant

and the Surrender Procedures Between Member

States 2000/584/JHA

FRG Federal Republic of Germany

FYIL Finnish Yearbook of International Law GAOR General Assembly Official Records

German LJ German Law Journal

GIP Graduate Institute Publications

Giuffrè Giuffrè Editore S.p.A.

GJIL Goettingen Journal of International Law

GLJ Georgetown Law Journal GPO Government Printing Office

GrJIL Georgetown Journal of International Law GULC Georgetown University Law Center

GUP Goettingen University Press

GYIL German Yearbook of International Law
HAIL The Hague Academy of International Law

HCSS Hybrid Court for South Sudan
HHRJ Harvard Human Rights Journal
HILJ Harvard International Law Journal
HIV Human Immunodeficiency Virus
HJIL Houston Journal of International Law

HJJ Hague Justice Journal HoL House of Lords HP Hart Publishing

HRB The Human Rights Brief
HRC Human Rights Committee
HRQ Human Rights Quarterly
HRW Human Rights Watch

IACmmHRInter-American Commission on Human RightsIACtHRInter-American Court of Human RightsIACvHRInter-American Convention on Human Rights

IBA International Bar Association

ICC Statute Rome Statute of the International Criminal Court

ICC International Criminal Court

ICCPR International Covenant on Civil and Political

Rights

ICD of the HC of Kenya International Crimes Division of the High Court

of Kenya

Abbreviations xxvii

ICD of the HC of Uganda International Crimes Division of the High Court

of Uganda

ICD International Crimes Database, T.M.C. Asser

Institute

ICJ International Court of Justice

ICJ Rep. Annual Reports of the International Court of

Justice

ICJ Statute Statute of the International Court of Justice ICJR International Criminal Justice Review ICLO International and Comparative Law Quarterly

ICLR International Criminal Law Review

ICRC International Committee of the Red Cross
ICT of Bangladesh International Crimes Tribunal (Bangladesh)
ICTR International Criminal Tribunal for Rwanda
ICTY International Criminal Tribunal for the Former

Yugoslavia

IDEA International Institute for Democracy and

Electoral Assistance

IDI Institut de Droit International

IDJHRL Interdisciplinary Journal of Human Rights Law

IHT Iraqi High Tribunal

IIIM International, Impartial and Independent

Mechanism to Assist in the Investigation and Prosecution of Those Responsible for the Most Serious Crimes under International Law

Committed in the Syrian Arab Republic Since

March 2011

ILA International Law Association

iLawyer, a blog on international justice

ILC Yearbook Yearbook of the International Law Commission

ILC International Law Commission

ILJ Indiana Law Journal ILR Israel Law Review

IMO International Maritime Organization

Intersentia Publishers

IRRC International Review of the Red Cross
ISSJ International Social Science Journal
IYIL Italian Yearbook of International Law

JCL Journal of Criminal Law JCS Journal of Conflict Studies JEP Jurisdicción Especial para la Paz

JHR Journal of Human Rights
JHUP John Hopkins University Press

JICJ Journal of International Criminal Justice

xxviii Abbreviations

JITE Journal of Institutional and Theoretical

Economics

JSJ Journal of Social Justice
JW & SL John Wiley & Sons Limited
KLI Kluwer Law International

KRC Kampala Review Conference of the Rome Statute

of the International Criminal Court

KRP Kosovo Regulation 64 Panels
KSC Kosovo Specialist Chambers
LCP Law and Contemporary Problems
LHPS Long House Publishing Services
LJIL Leiden Journal of International Law

LLAICLR Loyola of Los Angeles International Law and

Comparative Law Review

Longman Publishing Group

Ltd. Limited

Maklu Maklu Publishers
McGLJ McGill Law Journal

MEDAC Mediterranean Academy of Diplomatic Studies,

University of Malta

MJECL Maastricht Journal of European and Comparative

Law

MJIL Michigan Journal of International Law

MLJ Mississippi Law Journal

MnnJIL Minnesota Journal of International Law

MNP Martinus Niihoff Publishers

MPYUNL Max Planck Yearbook of United Nations Law

MS Mohr Siebeck GmbH & Co. KG
MUP Manchester University Press

n. Footnote

NATO North Atlantic Treaty Organisation

NEJICL New England Journal of International and

Comparative Law

NELR New England Law Review
NGO Non-Governmental Organisation
NILR Netherlands International Law Review
NJIHR Northwestern Journal of International Human

Rights

NJIL Nordic Journal of International Law
NIJIL Netherlands Journal of International Law

No.NumberNos.NumbersnotesFootnotes

NQHR Netherlands Quarterly of Human Rights

NY New York

Abbreviations xxix

NYIL Netherlands Yearbook of International Law NYUJILP New York University Journal of International

Law and Politics

NZJPIL New Zealand Journal of Public International Law

OAS Organization of American States
OJLS Oxford Journal of Legal Studies

OLAF Office Européen de la Lutte Antifraude

OPI Oceana Publications Inc.

OTP Office of the Prosecutor of the International

Criminal Court

OUP Oxford University Press

p. Page
para Paragraph
paras Paragraphs
PB Penguin Books

PCIJ Permanent Court of International Justice

PE Pearson Education Limited

PGA Parliamentarians for Global Action

PiCT Project on International Courts and Tribunals

pp. Pages

PRI Peace Research Institute
PULP Pretoria University Law Press
RBDI Revue Belge de Droit International
RDI Rivista di Diritto Internazionale

RIDP Revue internationale de droit pénal: bulletin de

l'Association Internationale de Droit Pénal

RLP Rowman and Littlefield Publishers

Round Hall Limited

RPE Rules of Procedure and Evidence RUF Revolutionary United Front

S & M Sweet & Maxwell

SAJCJ South African Journal of Criminal Justice SCJIL Santa Clara Journal of International law

SCSL Special Court for Sierra Leone

S-G Secretary-General of the United Nations
Sijthoff A.W. Sijthoff International Publishing

Company B.V.

SJIL Stanford Journal of International Law

SJLTA Southwestern Journal of Law and Trade in the

Americas

Springer Springer-Verlag

STL Special Tribunal for Lebanon
SUP Stanford University Press
SWCC Serbian War Crimes Chamber
T & F Taylor & Francis Group

xxx Abbreviations

TBA Texas Bar Association

TILJ Texas International Law Journal TJLR Thomas Jefferson Law Review

TLR Texas Law Review

TOAEP Torkel Opsahl Academic E-Publisher
TP Transnational Publishers Incorporation
TRAL Thomson Reuters (Professional) Australia

Limited

TRIAL Track Impunity Always UCK Kosovo Liberation Army

UCLALR University of California Los Angeles Law

Review

UDHR Universal Declaration of Human Rights

UK United Kingdom
ULR Utrecht Law Review

UMHRL University of Minnesota Human Rights Library
UMJLR University of Michigan Journal of Law Reform

UN United Nations

UNAFEI United Nations Asia and Far East Institute for the

Prevention and the Treatment of Offenders

UNC United Nations Charter

UNCATOC United Nations Convention Against

Transnational Organized Crime

UNCHR United Nations Commission on Human Rights
UNCLOS United Nations Convention on the Law of the Sea

UNDP United Nations Development Programme

UNGA United Nations General Assembly

UNITA The National Union for the Total Independence

of Angola

UNODC United Nations Office on Drugs and Crime

UNSC United Nations Security Council

UNTAET United Nations Transitional Administration in

East Timor

UPLR University of Pennsylvania Law Review

USA United States of America

UTFLR University of Toronto Faculty of Law Review

UTLR The University of Tulsa Law Review UvA Universiteit van Amsterdam (University of

Amsterdam)

Vathek Publishing

VCLT Vienna Convention on the Law of Treaties
VJIL Virginia Journal of International Law

Vol. Volume

VUA Vrije Universiteit Amsterdam (Free University of

Amsterdam)

Abbreviations xxxi

WILJ Wisconsin International Law Journal

WK Wolters Kluwer

YIHL Yearbook of International Humanitarian Law

YJIA Yale Journal of International Affairs
YJIL Yale Journal of International Law

YLJ Yale Law Journal YUP Yale University Press