

<b>Forum:</b>	Legal Committee
<b>Issue:</b>	Discussing the responsibility of extradition
<b>Student Officer:</b>	Eirini Vyzirgiannaki
<b>Position:</b>	Chair

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## PERSONAL INTRODUCTION

Dear delegates,

My name is Eirini Vyzirgiannaki and I am an 11<sup>th</sup> grade student attending Anavryta Model Lyceum. In this year's Platon School Model United Nations Conference, which will be my 11<sup>th</sup> MUN conference overall and my fourth one as a Student Officer, I will have the pleasure and honor of serving as the main Chair of the Legal Committee.

As the expert chair on the topic of the responsibility of extradition, I have prepared this Study Guide in order to provide you with the information needed to gain a fundamental understanding of the issue at hand. I trust that the present document will function as a solid starting point for you to begin your preparation. You are expected to familiarize yourselves with all aspects of the topic of international extradition but also conduct thorough research regarding your country's standpoint, what its current legislative framework stipulates, what provisions of international law it abides by and what it hopes to achieve during the committee session. With that in mind, you are encouraged to combine your knowledge and critical thinking skills to come up with original yet viable proposals and contribute to a remarkable and high-quality committee session.

My co-chairs and I will be supporting you throughout your efforts both prior and during the conference. We are more than eager to answer any questions that may arise throughout the process, either on the topics discussed or the rules of procedure, while you will have our assistance during lobbying and debate. Our objective is to help you form suitable alliances, cooperate effectively, compose resourceful and robust resolutions and engage in constructive and rewarding debate.

If you need to contact me for any clarifications, do not hesitate to do so via email at [eirini.vy@gmail.com](mailto:eirini.vy@gmail.com).

I am genuinely looking forward to meeting and working with you in March!

Best regards,

Eirini Vyzirgiannaki

Chair of the Legal Committee

## INTRODUCING TOPIC

It is among the United Nations objectives and the humanity's greatest and noblest aspirations to create a just, secure and peaceful world governed by the rule of law. One of the key aspects of the rule of law is holding offenders accountable for their actions and delivering justice. The concept of extradition came in to existence several millennia ago to facilitate the completion of this process and remove any obstacles that may arise with the cooperation of different countries. More precisely, it aims to overcome the impediment that comes up when the perpetrator flees the country where the crime was committed in order to avoid facing charges. In order for the impediment to be

surmounted it is necessary for a functional transnational legal framework to be present and for the country that receives the request to extradite to be aware of its responsibility to carry it out. In the following pages, we are going to outline the factors that may legitimately keep a country from entertaining an extradition request and the situations where a country is ethically and legally obliged to accept the request. This topic has evolved into a more and more pressing one these days since not only has it become easier for persons to cross borders but governments tend to treat extradition requests as a means to promote their foreign policy agenda.



*Figure 1 Secretary-General U Thant with Mr. Ihsan Sabri Caglayangil, Minister for Foreign Affairs of Turkey, in 1970, during the presentation ceremony of a replica of the Kadesh Treaty (c. 1259 BC), the oldest surviving extradition agreement. The replica has since then been hanging on the walls of the United Nations (UN) New York Headquarters.*

surmounted it is necessary for a functional transnational legal framework to be present and for the country that receives the request to extradite to be aware of its responsibility to carry it out. In the following pages, we are going to outline the factors that may legitimately keep a country from entertaining an extradition request and the situations where a country is ethically and legally obliged to accept the request. This topic has evolved into a more and more pressing one these days since not only has it become easier for persons to cross borders but governments tend to treat extradition requests as a means to promote their foreign policy agenda.

## KEY TERMS

### Extradition

The term “extradition” refers to the “surrender of a criminal by a foreign state to which he has fled for refuge from prosecution to the state within whose jurisdiction the crime was committed, upon the demand of the latter state, in order that he may be dealt with according to its laws”<sup>1</sup>. It may also take place between different

<sup>1</sup> "What Is EXTRADITION? Definition of EXTRADITION (Black's Law Dictionary)." *The Law Dictionary*. N.p., 12 Mar. 2014. Web. 03 Jan. 2018. <<https://thelawdictionary.org/extradition/>>.

administrative divisions of a sovereign country, for instance between states of the United States of America (USA). However, for the purposes of this Study Guide and throughout the committee session, the term will be used to describe the former case, that is, the extradition between sovereign states, also known as international or foreign extradition.

#### Fugitive from justice

The term “fugitive from justice” or simply “fugitive” will be used to refer to a “criminal suspect who flees, evades, or escapes arrest, prosecution, imprisonment or service of process by fleeing jurisdiction”<sup>2</sup>. The term “wanted person” may also be used.

#### Requesting state

The state that asks for a criminal to be extradited.

#### Requested state

The state that receives the extradition request, also referred to as the state of refuge.

## HISTORICAL INFORMATION

### The process of extradition

To revise what has already been stated, extradition is a process under international law where one state, upon a relevant request of another state, authorizes the return of an individual in order for it to be brought to trial for an offense punishable by the domestic legislation of the requesting state and committed outside of the borders of the state of refuge. It should be noted that, unlike other practices such as deportation, banishment or expulsion, the state of refuge may not extradite someone of their own accord, without a request to do so.

A country may ask for the extradition of individuals of varying statuses such as those who are facing charges and await trial, those who were taken to court and were convicted before escaping legal custody, as well as those who fled the country and were subsequently convicted in absentia.

No country is bound under international law to entertain extradition requests since each sovereign state has unchallengeable authority over the population within its borders. Hence, the duties of each country in respect of extradition are usually determined by agreements under international law. Those agreements might be either a bilateral or multilateral treaty among states or even one in the context of an intergovernmental organization.

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<sup>2</sup> Legal, Inc. US. "Fugitive Law and Legal Definition." *USLegal, Inc.* N.p., n.d. Web. 03 Jan. 2018. <<https://definitions.uslegal.com/f/fugitive/>>.

While there are not any regulations that explicitly name the presence of a legal arrangement as the only means for extraditions to occur, some countries refuse to extradite someone in the absence of a relative agreement. Moreover, no country in the world has extradition treaties with every other country. As a result, a safeguard was needed to make sure that no loopholes are created to harbor perpetrators of war crimes, crimes against humanity and acts of terrorism.

Furthermore, it is clear that, if treated as the serious occasion it is, pivotal for the delivery of justice, and with ulterior motives aside, an extradition can be equally valuable for the states involved and the international community as a whole. The requesting state obviously profits from a successful extradition since it manages to deliver justice for a violation of its domestic legislation. The state of refuge may also benefit from accepting an extradition request since it may anticipate the acceptance of their own extradition requests in return. Moreover, it is safe to assume that no country would normally want its territory be a haven for criminals nor would it want to trigger an unnecessary diplomatic crisis over the denial of an extradition request.

Nonetheless, it is essential not to assume the universal applicability of the responsibility to extradite in all cases and to accept the fact that the state of refuge reserves the right to justifiably deny an extradition request.

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Determining whether to accept an extradition request is, among other considerations, a balancing exercise between the interests of the requesting state's pursuit of justice over the accused individuals, the requested state's interests in holding dominion over those presently in its territory, and the rights of the extraditable persons. <sup>3</sup>

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### Bars to extradition

Therefore, there are several factors that may reasonably substantiate a state's refusal to extradite a person. These factors may not be among provisions of a legal document but may rather be among universal and undisputable values, such as safeguarding human rights. However, most commonly, extradition treaties do set specific barriers that will obstruct the authorization of the request. Also, some countries state in their national legislation or even their constitution that they are not willing to entertain extradition requests under certain circumstances. More specifically, an extradition request may be turned down or has been turned down in the past if:

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<sup>3</sup>Director of Public Prosecutions of the Commonwealth and the Republic of Austria v. Maria Kainhofer. High Court of Australia. 21 June 1995. N.p., n.d. Web. 3 Jan. 2018. <<http://www8.austlii.edu.au/cgi-bin/viewdoc/au/cases/cth/HCA/1995/35.html>>.

- The state of refuge has any suspicion regarding the fairness and the independence of the foreign trial,
- A certain amount of time has elapsed since the offense was committed,
- The person whose extradition is requested is a citizen of the state of refuge,
- The person whose extradition is requested is immune from prosecution or punishment for any reason, such as amnesty or even the lapse of time,
- The crime for which the extradition is requested is not a punishable criminal offense in the state of refuge (failure to fulfill the dual criminality principle),
- The crime for which the extradition is requested is of political nature (political offense exception) or is a military or fiscal offense,
- There are indications suggesting that the offense is just a pretense in order for the requesting state to discriminate against the individual for political, religious, racial or any other reasons,
- There are indications that the person will be prosecuted for a different offence than the one they have been extradited for,
- There is a possibility of the individual facing the capital punishment if extradited,
- There is a possibility of the individual being subject to torture, inhuman or degrading treatment or punishment if extradited,
- The potential harm on the individual's private and family life is significantly larger than the gains deriving from their extradition,
- There are concerns about the person's physical or mental health,
- There is a violation of the applicable extradition agreement,
- There is no extradition agreement at all.

#### Aut dedere aut iudicare

Aut dedere aut iudicare is a legal maxim that means to extradite or to prosecute and is stipulated by various international agreements. It outlines a state's obligation under international law to prosecute perpetrators of serious offenses, such as terrorism, torture and hijacking of civilian airplanes, if there has been no request for them to be extradited or if such a request has been rejected.

#### Model Treaty on Extradition

The UN General Assembly (UNGA) having taken into consideration the needs and difficulties of countries during extradition procedures, adopted the Model Treaty on Extradition in 1990. It is an invaluable document for states to refer to when drafting their own extradition agreements. Its content and structure manage to provide precise and concise guidelines on the parties' obligations. It also offers protection to the requesting state against arbitrary rejection, the requested state against breaching of its sovereign right over its people and the wanted person against any violation of their rights.

Delegates are advised to familiarize themselves with the [document](#) and to look for common ground among the articles of the Model Treaty on Extradition, the content

of their countries' existing extradition agreements and their intentions for any relevant future initiatives.

### European Arrest Warrant (EAW)

Since the extradition is a quite complex and time-consuming practice, the European Union (EU) has employed a more functional alternative, the EAW. It is "a request by a judicial authority in one EU country to arrest a person in another and surrender them for prosecution, or to execute a custodial sentence or detention order issued in the first country"<sup>4</sup>. It has some dissimilarities with the conventional extradition process.

- It has to be executed within maximum 60 days after the wanted person is detained, or within only 10 days if the said person consents to surrender willingly to the country issuing the EAW.
- There are 32 categories of offenses listed that make the EAW valid even if dual criminality is not fulfilled.
- It has no political implications, since it involves the coordination of judicial authorities only.
- The states may not refuse to surrender a citizen of theirs unless they undertake the legal initiative required to deliver justice.
- The country that executes the EAW reserves the right to ask for certain guarantees over the person surrendered.
- There are limited grounds for refusal, the only mandatory ones being the person having already been prosecuted for the same crime, the person being too young to undertake criminal responsibility in the executing country and the person being covered by an amnesty.

## COUNTRIES INVOLVED IN THE ISSUE

### United States of America

The United States of America has extradition treaties with more than 100 states around the world. The country notoriously lacks extradition agreements with the Russian Federation and the People's Republic of China as well as the



*Figure 2 In the figure above the United States is shown in purple, the countries with which it has an extradition treaty are shown in blue and the ones that do not have such a treaty with the US can be seen in grey.*

<sup>4</sup> "European Arrest Warrant." *European E-Justice Portal*. N.p., 10 Mar. 2017. Web. 07 Jan. 2018. <[https://e-justice.europa.eu/content\\_european\\_arrest\\_warrant-90-en.do](https://e-justice.europa.eu/content_european_arrest_warrant-90-en.do)>.

states it does not have diplomatic relations with, such as the Islamic Republic of Iran, the Democratic People's Republic of Korea and the Syrian Arab Republic. It is open to extraditions in the absence of relevant treaties under the principle of reciprocity. There have been cases where countries with extradition treaties with the US including Ecuador, Bolivia, Nicaragua, Venezuela and Switzerland as well as the special administrative region of Hong Kong have refused to comply with US extradition requests on various grounds.

The United States have been implicated in several extradition cases that have become widely known to the public and have strained international relations over the past few years. Such is the case of the WikiLeaks founder Julian Assange who initially sought and was granted political asylum in the embassy of Ecuador in London to avoid extradition to Sweden over rape charges in 2012. Sweden has since dropped the rape investigation but the US Attorney General has declared Assange's arrest over the information leaks to be a 'priority'. The authorities of the United Kingdom have not confirmed whether the US has submitted an official extradition request.

#### Russian Federation

The Russian Federation is one of the countries that firmly opposes to extraditing their own citizens. In fact, its constitution explicitly states in Article 61 that “a citizen of the Russian Federation may not be deported from Russia or extradited to another State”. It has also declared that it is a staunch supporter of the *aut dedere aut judicare* principle. There have been several cases of the US and Russia both seeking the extradition of the same individual from a third state causing tensions between them. Such examples include Yevgeniy Nikulin, an alleged computer hacker, who was detained in Prague, Czech Republic and Alexander Vinnik, who was arrested in Halikidiki, Greece over allegations of bitcoin laundering.

It has a pivotal role in the case of Edward Snowden, a man wanted in the United States after releasing classified documents of the National Security Agency (NSA). Charges against him include two counts of violating the Espionage Act of 1917 and theft of government property. Several countries have refused to assist the efforts to bring Snowden back to the US. Snowden first flew to Hong Kong and subsequently to Russia with a view to seeking asylum in a third country. Venezuela, Bolivia, Nicaragua and Ecuador appeared disposed to accept such requests and Cuba seemed willing to facilitate his transition there. Since he never managed to find a safe route to Latin America, Snowden remains in Russia. In August 2013 he was granted temporary asylum for one year. Upon its expiration, he received a three-year residency permit. In 2017, a spokeswoman for the Russian Ministry of Foreign Affairs confirmed that he will be allowed to stay in the country until 2020.

#### People's Republic of China

China is disposed to accept extradition requests both from countries with which they have an extradition treaty and countries that can guarantee reciprocity. It currently

has extradition agreements with approximately 40 countries. It strongly opposes to extraditing its own citizens.

### Republic of Turkey

After the failed coup d'état attempt that took place in July 2016, Turkey has launched a massive wave of extradition requests to multiple different countries hoping to have several alleged coup plotters, who have fled the country, surrendered and prosecuted. A number of those are directed to the United States. Fethullah Gülen, who is thought to have orchestrated the coup by the Turkish government, is among the wanted persons. In October 2017, the Justice Ministry of Germany stated that it received 81 extradition requests from Turkey since the failed coup but did not provide any further information on the nature or the status of the requests. Another case is the one of the eight military personnel that fled to Greece immediately after the coup erupted and sought political asylum, with Turkey asking for them to be extradited.

## TIMELINE OF EVENTS

Date	Description of event
c. 1259 BC	Kadesh Treaty: the oldest surviving extradition agreement
Dec. 1973	Resolution 3074 on the “Principles of International Cooperation in the Detection, Arrest, Extradition and Punishment of Persons Guilty of War Crimes and Crimes Against Humanity” is adopted by the UNGA
Dec. 1990	Model Treaty on Extradition is adopted by the UNGA
Feb. 1998	Model Treaty on Extradition is amended by the UNGA

## POSSIBLE SOLUTIONS

The solutions provided on the matter should aim at building global consensus over the exact nature of the responsibility to extradite and subsequently updating extradition relations among states. Each delegation should come to the negotiating table well aware of its country’s policy, legal framework and goals. Consensus can be achieved if a universal agreement is reached regarding the answers to some questions, ideally in accordance with the Model Treaty on Extradition. More specifically:

- What should the nature of extradition treaties be?

The different alternatives include expanding and strengthening the net of bilateral extradition treaties, forming multilateral treaties among groups of states based on various criteria or working on a universal legal framework on extradition.

- What offenses are considered extraditable?

Specific offences could be named, such as the one of terrorism, but it is also possible for certain criteria to be set for an offense to be extraditable, such as the crime being punishable by a standard minimum sentence.



- Should states be obligated to accept extradition requests regarding specific crimes?

Under current UN provisions (resolution 3074) member states should fully cooperate and authorize the extradition of persons guilty of war crimes and crimes against humanity.

- What should be considered as mandatory and/ or optional grounds for rejection?

This factor should be used to guarantee that no extradition shall take place if it opposes to the fundamental rights of the requesting state, the requested state and the wanted person or to the principles of international law.

- How should the communication between states take place? What documents should be required for an extradition request to be valid?

This is to ensure that there is an efficient channel of communication between the involved parties and that the requested state has all the necessary facts at its disposal to assess the request appropriately.

- What should happen if extradition agreements contradict each other or the national legislation of a country?

The relevant provisions should be prioritized in a manner that sets a functional and just extradition process out.

- What should happen if multiple states submit requests to have the same individual extradited?

If a decision cannot be reached on the grounds of the requests' validity, it could be up to either the judicial or the executive authorities to rule which request, if any, will be eventually entertained.

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- Figure 1: Chen, Teddy. Secretary-General U Thant with Mr. Ihsan Sabri Caglayangil, Minister for Foreign Affairs of Turkey, during the presentation ceremony. Digital image. UN Photo, 24 Sept. 1970. Web. 3 Jan. 2018. <<http://www.unmultimedia.org/s/photo/detail/239/0239282.html>>.
- Figure 2: Countries with which the United States has extradition treaties; treaty countries in light blue, no treaty countries in grey, U.S. in purple. Data source is list of U.S. extradition treaties as of April 200. Digital image. *Wikimedia Commons*. N.p., 16 Mar. 2013. Web. 7 Jan. 2018. <[https://upload.wikimedia.org/wikipedia/commons/d/d0/United\\_States\\_extradition\\_treaties\\_countries.PNG](https://upload.wikimedia.org/wikipedia/commons/d/d0/United_States_extradition_treaties_countries.PNG)>.

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