



Bill Digest

Criminal Law (Extraterritorial Jurisdiction) Bill 2018

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Abstract

According to the Department of Justice and Equality, the *Criminal Law (Extraterritorial Jurisdiction) Bill 2018* contains the final legislative action required in order for Ireland to ratify the 2011 'Council of Europe Convention on preventing and combating violence against women and domestic violence', also known as the 'Istanbul Convention'. The Bill aims to establish extraterritorial jurisdiction over Convention offences committed by Irish citizens/residents in Convention states. It also extends extraterritorial jurisdiction to murder and manslaughter committed abroad by persons ordinarily resident in Ireland.

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Contents

Summary	1
Introduction	3
Background.....	4
The Istanbul Convention.....	4
Government Action Plan for the ratification of the Convention	6
Legislative action taken to-date	6
Extraterritorial jurisdiction	7
The principle of ‘dual criminality’	8
Principal provisions	10
Application of the Act.....	10
Conduct engaged in outside the State	11
Amendment of <i>Criminal Justice (Mutual Assistance) Act 2008</i>	12

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Summary

Objective

The objective of the [Criminal Law \(Extraterritorial Jurisdiction\) Bill 2018](#) is to give further effect to the Council of Europe Convention on preventing and combatting violence against women and domestic violence done at Istanbul on 11 May 2011. It creates extraterritorial jurisdiction over certain relevant offences, as well as extending extraterritorial jurisdiction to murder and manslaughter committed abroad by Irish residents. ‘Extraterritorial jurisdiction’ means that offences committed outside of Ireland can be tried by an Irish court.

Background

The Council of Europe Convention on preventing and combatting violence against women and domestic violence (‘the Istanbul Convention’) was signed by Ireland in November 2015, but has yet to be ratified. The Government has taken two previous legislative steps necessary in order to ratify the Convention with the enactment of the *Criminal Justice (Victims of Crime) Act 2017*¹ and the *Domestic Violence Act 2018*.² This Bill, if enacted, would be the final legislative step required to satisfy the remaining elements of the Convention which deal with extraterritorial jurisdiction over Convention offences.

Pre-legislative Scrutiny

The General Scheme of the Bill was published in May 2018 and forwarded to the Joint Committee on Justice and Equality for pre-legislative scrutiny. The Joint Committee decided that pre-legislative scrutiny was not required.³

Cost and implications

The Explanatory and Financial Memorandum published alongside the Bill states that “[t]here are no discernible financial implications for the Exchequer.” However, according to the Regulatory Impact Analysis (RIA) published along side the General Scheme:⁴

“It is practically impossible at this point to identify how often the extraterritorial provisions will be availed of. Therefore it is impossible to identify possible costs. It is expected that any additional costs will be met from within existing resources.”

Table 1 below provides an overview of the provisions in the Bill.

¹ Available here: <http://www.irishstatutebook.ie/eli/2017/act/28/enacted/en/html>

² Available here: <http://www.irishstatutebook.ie/eli/2018/act/6/enacted/en/html>

³ Government Legislation Programme Autumn Session 2018. Available here: https://www.taoiseach.gov.ie/eng/Publications/Publications_2018/Legislative_Programme_Autumn_2018.pdf

⁴ Available here: [http://www.justice.ie/en/JELR/Criminal_Justice_\(Istanbul_Convention\)_Bill_RIA.pdf/Files/Criminal_Justice_\(Istanbul_Convention\)_Bill_RIA.pdf](http://www.justice.ie/en/JELR/Criminal_Justice_(Istanbul_Convention)_Bill_RIA.pdf/Files/Criminal_Justice_(Istanbul_Convention)_Bill_RIA.pdf)

Table 1: Table of Provisions

Section	Title	Effect
1.	Definitions	A standard provision setting out definitions to be used in the interpretation of the Act.
2.	Application of the Act	Provides that where conduct constitutes an offence under s.2 of the Criminal Law (Jurisdiction) Act 1976 and under this Act, it is the 1976 Act which will apply.
3.	Conduct engaged in outside State	Provides for extraterritorial jurisdiction over relevant offences, as defined in section 1.
4.	Amendment of Criminal Justice (Mutual Assistance) Act 2008	Amends s.2(1) of the 2008 Act to include the Istanbul Convention in the definition of “international instrument” as well as defining the Istanbul Convention itself. Inserts a new paragraph 2(6)(ja) providing that Schedule 10A sets out the English text of the Istanbul Convention. Inserts the new Schedule 10A.
5.	Short title and commencement	A standard provision setting out the short title and commencement information for the Act.
Schedule	Text of Council of Europe Convention on preventing and combating violence against women and domestic violence done at Istanbul on 11 May 2011.	Sets out the text of the Istanbul Convention in full.

Introduction

The [Criminal Law \(Extraterritorial Jurisdiction\) Bill 2018](#) ('the Bill') was published on 22 November 2018 by the Minister for Justice and Equality, Charlie Flanagan T.D. ('the Minister'). According to the [Explanatory and Financial Memorandum](#) accompanying the Bill it will, if enacted:

“...create extraterritorial jurisdiction over certain offences contained in the Non-Fatal Offences against the Person Act 1997 and the Criminal Law (Rape)(Amendment) Act 1990, as well as extending extraterritorial jurisdiction to murder and manslaughter committed abroad by Irish residents. The Bill is to give further effect to the [Istanbul Convention].”

This Bill Digest examines the background to, and principal provisions of, the Bill.

Related L&RS Resources:

- [Bill Tracker](#) on the Criminal Law (Extraterritorial Jurisdiction) Bill 2018
- [Bill Digest](#) on the Domestic Violence Bill 2017
- [Bill Digest](#) on the Criminal Justice (Victims of Crime) Bill 2016

Background

The Istanbul Convention

The [*Council of Europe Convention on preventing and combating violence against women and domestic violence*](#) (The Istanbul Convention)⁵ is the first European Treaty⁶ which specifically targets violence against women and domestic violence. The purpose of the Convention is to:

- **protect** women against all forms of violence, and **prevent, prosecute and eliminate** violence against women and domestic violence;
- contribute to the elimination of all forms of discrimination against women and **promote** substantive equality between women and men, including by empowering women;
- design a **comprehensive framework**, policies and measures for the protection of and assistance to all victims of violence against women and domestic violence;
- promote **international co-operation** with a view to eliminating violence against women and domestic violence;
- provide support and assistance to organisations and law enforcement agencies to effectively co-operate in order to **adopt an integrated approach** to eliminating violence against women and domestic violence.

The Council of Europe notes that the Convention “is based on the understanding that violence against women is a form of gender-based violence that is committed against women because they are women.”⁷

While acknowledging that “the majority of victims of domestic violence are women and that domestic violence against them is part of a wider pattern of discrimination and inequality”, the Convention recognises that not all victims are women and it encourages parties to the Convention “to apply the protective framework it creates to men who are exposed to violence within the family or domestic unit.”⁸

The Council states that it is the responsibility of each State to address domestic violence in all its forms and to take measures to prevent such violence, protect its victims, and prosecute the perpetrators.⁹

In order to ensure the effective implementation of the Istanbul Convention a group of independent experts (“GREVIO”) will monitor the implementation of the Convention and publish reports on

⁵ Available at <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=090000168046031c>

⁶ The Istanbul Convention is a Council of Europe Convention. The Council of Europe is an international organisation, made up of 47 States focused on protecting human rights, democracy, and the rule of law in Europe. For more information see <http://www.coe.int/en/>

⁷ <https://www.coe.int/en/web/istanbul-convention/about-the-convention>

⁸ <https://www.coe.int/en/web/istanbul-convention/about-the-convention>

⁹ <https://www.coe.int/en/web/istanbul-convention/about-the-convention>

legislative and other measures taken by Parties to achieve this. The Convention provides that Parties must submit the reports of GREVIO to their national parliaments.

A total of 45 countries have signed the Convention. Of these, 33 countries have ratified it so far.¹⁰ There are 12 countries which have signed the Convention but not yet ratified it, of which Ireland is one.

Those 12 countries are:

- Armenia (which signed in January 2018)
- Bulgaria (April 2016)
- Czech Republic (May 2016)
- Hungary (March 2014)
- **Ireland (November 2015)**
- Latvia (May 2016)
- Liechtenstein (November 2016)
- Lithuania (June 2013)
- Republic of Moldova (February 2017)
- Slovak Republic (May 2011)
- Ukraine (November 2011)
- United Kingdom (June 2012)

The European Union has also signed the Convention as an international organisation. The European Parliament has “repeatedly called for EU accession to the Istanbul Convention and for its ratification by individual Member States”.¹¹ Most recently in a plenary debate in March 2018, MEPs called on those EU States which had not ratified the Convention to do so.¹²

What is the difference between ‘signing’ and ‘ratifying’?

By signing a treaty or convention, a state expresses the intention to comply with its provisions. However this expression of intent in itself is not binding.

Once the treaty has been signed, each state will deal with it according to its own national procedures. After approval has been granted under a state’s own internal procedures, it will notify the other parties that it consents to be bound by the provisions of the international agreement in question.

¹⁰ Correct as of 27 November 2018. Available here: <https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/210/signatures>

¹¹ European Parliamentary Research Service (EPRS), ‘At a Glance – The Istanbul Convention: A tool to tackle violence against women and girls’, November 2018, at page 2. Available here: [http://www.europarl.europa.eu/RegData/etudes/ATAG/2018/630297/EPRS_ATA\(2018\)630297_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/ATAG/2018/630297/EPRS_ATA(2018)630297_EN.pdf)

¹² European Parliament Press Release, ‘Combatting violence against women: all EU countries must ratify the Istanbul Convention’, 13 March 2018: Available here: <http://www.europarl.europa.eu/news/en/press-room/20180309IPR99425/violence-against-women-all-eu-countries-must-ratify-the-istanbul-convention>

Government Action Plan for the ratification of the Convention

In October 2015 the Government approved an action plan¹³ to enable the ratification of the Convention by 2018. The Action Plan consists of actions within 18 distinct policy areas. These actions form part of the [Second National Strategy on Domestic, Sexual and Gender-based Violence 2016 – 2021](#).¹⁴

Action 13 of the Action Plan deals with the issue of Extraterritoriality and contains a number of individual actions to be taken within that policy area:

- Legislate for extraterritorial jurisdiction where an offence is committed by an Irish national or a person who is habitually resident in Ireland under the *Non-Fatal Offences Against the Person Act 1997*, sexual offences, and the new offence of forced marriage.
- Legislate for extraterritorial jurisdiction over the offences above where the offence is committed against an Irish national or a person who is habitually resident in Ireland.
- Opt out of article 44.3 of the Istanbul Convention in relation to the abolition of the principle of dual criminality.¹⁵ This means that in order for a person to be prosecuted in Ireland for an offence which took place in another state, the conduct in question must be an offence in that state as well as in Ireland.
- Ensure that administrative arrangements cover EU and non-EU citizens reporting crimes to An Garda Síochána which were perpetrated in another country by an Irish national or a person habitually resident in Ireland, to ensure that they are not required to report the crime in the country in which it occurred.

Legislative action taken to-date

As previously stated, there have been two previous legislative steps taken towards ratification of the Convention. These are explained below.

Domestic Violence Act 2018¹⁶

The *Domestic Violence Act 2018* was enacted on 8 May 2018 and was the largest single step towards ratification of the Convention. Its purpose was:

- to consolidate the law on domestic violence in to one single piece of legislation;
- provide additional protections for victims of domestic violence; and
- meet the requirements of the Istanbul Convention.

It contains a number of measures required by the Convention, including:

- the introduction of an emergency barring order;

¹³ *Istanbul Convention Action Plan; Actions required for ratification of Istanbul Convention* (as included in the Draft Second National Strategy on Domestic, Sexual and Gender-based Violence) available at <http://www.justice.ie/en/JELR/ActionPlanIstanbulConNovember.pdf/Files/ActionPlanIstanbulConNovember.pdf>

¹⁴ Available at <http://www.cosc.ie/en/COSC/Second%20National%20Strategy.pdf/Files/Second%20National%20Strategy.pdf>

¹⁵ The principle of 'dual criminality' is explained further at page 8 of this Bill Digest.

¹⁶ Available here: <http://www.irishstatutebook.ie/eli/2018/act/6/enacted/en/html>

- extended access to interim barring orders;
- the creation of a new offence of forced marriage; and
- additional protections for victims of domestic violence during any court proceedings.

***Criminal Justice (Victims of Crime) Act 2017*¹⁷**

The *Criminal Justice (Victims of Crime) Act 2017* was enacted on 5 November 2017. Its purpose was to transpose a European [Directive](#) establishing minimum standards on the rights, support and protection of victims of crime. It introduced, for the first time, statutory rights for all victims of crime, including victims of domestic and sexual violence. These rights include:

- A right to certain information about their case throughout the investigative and legal process;
- A right to request a review of a decision by the Director of Public Prosecutions (DPP) or the Gardaí not to proceed with a prosecution;
- A right to an individual assessment to ascertain whether they would benefit from protection or special measures during an investigation; and
- A right to give victim impact evidence at sentencing.

Previous L&RS Resources:

- [Bill Digest](#) on the Domestic Violence Bill 2017
- [Bill Digest](#) on the Criminal Justice (Victims of Crime) Bill 2016

Extraterritorial jurisdiction

What is extraterritorial jurisdiction?

Under ordinary circumstances, courts in Ireland are only permitted to try offences which were committed in Ireland.¹⁸ As noted by Walsh:

“It [is] a fundamental mark of sovereignty for a state to have jurisdiction over crimes committed on its territory. Accordingly, Ireland has jurisdiction over every criminal offence committed within the territory of the State, irrespective of the nationality or residence of the offender.”¹⁹

However, there is a “growing list of situations in which offences committed outside Irish territory are subject to the jurisdiction of an Irish court.”²⁰ This is largely due to the effects of globalisation, and an acceptance by the international community “that it has a common obligation to tackle certain forms of criminal enterprise that threaten fundamental interests transcending national

¹⁷ Available here: <http://www.irishstatutebook.ie/eli/2017/act/28/enacted/en/html>

¹⁸ Walsh, D. (2016) ‘Walsh on Criminal Procedure’, 2nd ed. at 102.

¹⁹ Ibid at 103.

²⁰ Ibid at 102.

boundaries.”²¹ As Ireland assumes obligations under an increasing number of international agreements, the extent to which Irish citizens and those ordinarily resident in Ireland may be prosecuted for acts done outside the State has also increased.²² See for example Section 38 of the [Domestic Violence Act 2018](#) which deals with the new offence of forced marriage,, sections 11 and 12 of the [Criminal Justice \(Corruption Offences\) Act 2018](#), and section 4 of [the Criminal Justice \(Female Genital Mutilation\) Act 2012](#).

Irish registered ships and aircraft

The fact that a ship or aircraft is registered in Ireland does not automatically mean that it is Irish territory for the purpose of criminal jurisdiction once it leaves Irish territorial waters or airspace.²³ However certain statutory provisions confer that jurisdiction on them where certain criminal offences are committed on board, irrespective of the nationality of the offender.²⁴

The principle of ‘dual criminality’

The principle of dual criminality (sometimes called ‘double criminality’) generally means that extraterritorial jurisdiction may only be exercised where the conduct concerned is criminalised under both the law of the place where it was committed, and the law of the State seeking to punish it. This requirement is based on several political and legal principles, the most notable of which is arguably the legal principle that there can be no punishment without a law (*‘nulla poena sine lege’*) and the foreseeability of sanction.²⁵

“The double criminality requirement is embedded in the principles of sovereignty, reciprocity and non-intervention, which constitute the fundamental elements of cooperation between States enshrined in instruments of international public law. This cooperation essentially aims at avoiding interference in the domestic affairs of the States involved.”²⁶

Dual Criminality and the Istanbul Convention

Article 44 of the Istanbul Convention deals with the issue of jurisdiction. Paragraph 3 provides that for the prosecution of the offences established in line with the Convention:

“Parties shall take the necessary legislative or other measures to ensure that their jurisdiction is not subordinated to the condition that the acts are criminalised in the territory where they are committed.”

²¹ Ibid at 106.

²² See Walsh, D. (2016) ‘Walsh on Criminal Procedure’, 2nd ed. at 108.

²³ Ibid at 105

²⁴ Walsh, D. (2016) ‘Walsh on Criminal Procedure’, 2nd ed. at 105. See for example: Section 38 of the [Domestic Violence Act 2018 \(Offence of forced marriage\)](#), sections 11 and 12 of the [Criminal Justice \(Corruption Offences\) Act 2018](#), section 4 of [the Criminal Justice \(Female Genital Mutilation\) Act 2012](#) etc.

²⁵ Opinion of Advocate General Bobek delivered on 28 July 2016 in the matter of Grundza, Case C-289/15. See paragraph 31. Available here: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:62015CC0289&from=EN>

²⁶ Ibid at paragraph 33.

The effect of this would be to dispense with the requirement of dual criminality in the prosecution of Convention offences.²⁷ However, Article 78 of the Convention permits any state to declare that it reserves the right not to apply (in whole or in part) certain provisions of the Convention, including Article 44(3).

In the Government's Action Plan for the ratification of the Convention, Action 13 states that it is the Government's intention to opt-out of Article 44(3) of the Convention in relation to the principle of dual criminality. This is reflected in the provisions of the Bill, discussed below.

Out of the 45 countries which have signed the Convention, 21 have lodged reservations under Article 78 allowing them to not apply certain provisions of the Convention. Of these 21, ten have reserved the right not to apply Article 44(3) on the issue of dual criminality either in whole or in part.

Those ten countries are:

- Denmark;
- France (it will apply Article 44.3 only in specific circumstances);
- Greece;
- Monaco;
- Romania;
- Serbia;
- Slovenia;
- Sweden;
- Switzerland (will not apply Art 44.3 with regard to sexual violence against adults and to forced abortion and forced sterilisation); and
- Former Yugoslav Republic of Macedonia.

²⁷ The Convention offences for this purpose are under Article 36 (Sexual violence), Article 37 (Forced marriage), Article 38 (Female Genital Mutilation), and Article 39 (Forced abortion/sterilisation).

Principal provisions

This is a short Bill with three substantive sections dealing with:

- Application of the Act,
- Conduct engaged in outside State, and
- An amendment of the Criminal Justice (Mutual Assistance) Act 2008.

These are explained in turn below.

Application of the Act

Section 2 of the Bill provides that where conduct constitutes an offence under both [section 2](#) of the *Criminal Law (Jurisdiction) Act 1976* and section 3 of this Bill, it is the provisions of the Act of 1976 which will apply.

According to the Explanatory Memorandum accompanying the Bill, “this provision was necessary to avoid overlap between the provisions of this bill and the provisions already in place for offences committed in Northern Ireland.”

What is the *Criminal Law (Jurisdiction) Act 1976*?

The *Criminal Law (Jurisdiction) Act 1976* facilitates the prosecution in this State of certain criminal acts committed in Northern Ireland. It is a complex Act, and as noted by Walsh:

“[T]his complexity results from the fact that the offences...are not confined exclusively to acts done by persons in Northern Ireland. They also embrace certain acts done by persons in this State, which are connected in specified ways with offences committed, attempted or planned in Northern Ireland.”²⁸

The Act enables Ireland to prosecute for scheduled offences, listed in the Act, committed in Northern Ireland which, if done in this jurisdiction would constitute an offence.

The Act was enacted in response to a problem which arose in the early 1970s whereby Irish courts concluded that they had no power to extradite a person to Northern Ireland where they were accused of offences connected to political violence.²⁹ It is an established principle of international law that there should be no extradition for political offences. Following the Sunningdale negotiations in 1973, it was agreed that legislation would be enacted in both jurisdictions allowing persons to be tried in Ireland for certain offences committed in Northern Ireland and vice versa.³⁰

²⁸ Walsh, D. (2016) ‘Walsh on Criminal Procedure’, 2nd ed. at 125.

²⁹ Walsh, D. (2016) ‘Walsh on Criminal Procedure’, 2nd ed. at 124.

³⁰ Ibid at 125.

Conduct engaged in outside the State

Section 3 of the Bill provides for extraterritorial jurisdiction over relevant offences, as defined in section 1. These are:

- (i) An offence under the following sections of the [Non-Fatal Offences Against the Person Act 1997](#):
 - Section 3 – Assault causing harm
 - Section 4 – Causing serious harm
 - Section 5 – Threats to kill or cause serious harm
 - Section 9 – Coercion
 - Section 10 – Harassment
- (ii) Sexual assault within the meaning of section 2 of the [Criminal Law \(Rape\)\(Amendment\) Act 1990](#)
- (iii) Aggravated sexual assault within the meaning of section 3 of the *Criminal Law (Rape)(Amendment) Act 1990*
- (iv) Rape, or
- (v) Rape under section 4 of the *Criminal Law (Rape)(Amendment) Act 1990*. Rape under section 4 means a sexual assault which includes:
 - Penetration (however slight) of the anus or mouth by the penis, or
 - Penetration (however slight) of the vagina by any object held or manipulated by another person.

Section 3(1) of the Bill provides that if a person engages in conduct outside the State that would be a relevant offence if it took place in the State, and the place it occurs is either:

- (a) On board an Irish ship or
- (b) On an aircraft registered in the State,

They will be guilty of an offence and can be proceeded against and punished as if the offence took place in the State.

Section 3(2) provides that where a person in Ireland (or on an Irish registered ship or aircraft) aids, abets, counsels or procures another person to engage in conduct:

- on board an Irish ship
- on an Irish registered aircraft, or
- in a Convention state

and that conduct would constitute a relevant offence if it occurred in Ireland, they will be guilty of an offence and can be proceeded against and punished as if the offence was committed in Ireland.

Section 3(3) provides that where an **Irish citizen**, or a person who is ordinarily resident in the State, commits an offence in a Convention state and the same conduct would, if it occurred in Ireland be a relevant offence, that person can be proceeded against and punished for the relevant offence concerned. A person will be deemed to be ordinarily resident in Ireland if they have had

their principal residence in the State for the 12 month period immediately preceding commission of the alleged offence.³¹

Section 3(4) provides for a situation where an Irish citizen (or a person ordinarily resident in Ireland) aid or abets etc. another person to commit a relevant offence in a Convention state and the aiding or abetting etc. itself also occurs in a Convention state. If the conduct in question would be a relevant offence in Ireland, and the aiding and abetting is also an offence in the Convention state where it occurs, the person who aids and abets will be guilty of an offence and can be pursued by an Irish court.

Section 3(5) provides that where a person ordinarily resident in Ireland, but who is not an Irish citizen, commits murder or manslaughter in a place outside the State, they may be proceeded against and punished for that offence in the State. As noted by the Explanatory Memorandum, it is already an offence under section 9 of the [Offences Against the Person Act 1861](#) for an Irish citizen to commit murder or manslaughter outside the State.

Section 3(6) makes it an offence to aid, abet, counsel or procure another person to commit murder or manslaughter outside the State, as long as the following apply:

- The aiding, abetting, counselling or procuring must take place within Ireland, on an Irish ship, or on an Irish registered aircraft, **or**
- It may occur in another place if the person is an Irish citizen or is ordinarily resident in Ireland.

Proceedings for any offence under section 3 can be taken at any place in Ireland and the offence will be treated as having occurred in that place.³²

Section 3 also contains a number of standard provisions setting out the evidentiary requirements for proving that a person was at the time an Irish citizen.

Finally, **sections 3(11)** and **3(12)** provide that if a person has been either convicted or acquitted of an offence in another jurisdiction, they cannot be prosecuted for an offence under this Act arising from the same set of circumstances (i.e. 'double jeopardy').

Though the Government's Action Plan states that it would legislate for extraterritorial jurisdiction where an Irish citizen (or person ordinarily resident in Ireland) was a victim of a relevant offence abroad, this does not appear in the Bill.

Amendment of *Criminal Justice (Mutual Assistance) Act 2008*

Mutual legal assistance is how countries formally request and provide assistance in relation to criminal investigations or proceedings in another country. As pointed out in 2009 by then Director of Public Prosecutions James Hamilton,³³ this is not a recent phenomenon:

³¹ Section 3(10).

³² Section 3(7).

³³ "Improving judicial possibilities to exchange foreign evidence? The EEW compared to existing European instruments" James Hamilton, Director of Public Prosecutions, Ireland, October 2009. Available at [https://www.dppireland.ie/filestore/documents/Director - Speech to ERA-ICEL Conference - Oct 2009.pdf](https://www.dppireland.ie/filestore/documents/Director_-_Speech_to_ERA-ICEL_Conference_-_Oct_2009.pdf)

“In Ireland mutual legal assistance provisions date back to the *Foreign Tribunals Evidence Act 1856* which was extended to criminal proceedings by the *Extradition Act 1870*.”

Section 4 of the Bill proposes to amend the *Criminal Justice (Mutual Assistance) Act 2008*³⁴ so as to include the Istanbul Convention within the remit of that Act. This means that Ireland will be able to request and provide legal assistance in relation to Convention offences.

³⁴ Available here: <http://www.irishstatutebook.ie/eli/2008/act/7/enacted/en/html?q=mutual+assistance>



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