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Ma. Angela Leonor C. Aguinaldo

# **East Meets West**

Development of Mutual Legal Assistance in Criminal Matters between and within the Association of Southeast Asian Nations and the European Union



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#### **Abstract**

The Association of Southeast Asian Nations ("ASEAN") and the European Union ("EU") have in 2019 entered into a strategic partnership, which includes a renewed commitment to pursue stronger cooperation in combating terrorism and transnational crime as well as improvements of their respective infrastructures. The present study is mainly interested on how mutual legal assistance ("MLA") in criminal matters could develop between and within the ASEAN and the EU. The study applied a comparative criminal law approach in answering the research question by comparing the regional frameworks with each other as well as with their respective member state frameworks, which includes not only a look into the law in books but also the law in practice.

Mutual legal assistance can be further developed within and between the ASEAN and the EU if considerable weight is given to the two regional organizations' distinguishing features which then become the basis to understand how they are as international actors in terms of their decision and policymaking: intergovernmentalism v. supranationalism, principle of non-intervention and the ASEAN Way v. normative and hegemonic power, and harmonization v. approximation. In sum, any interregional treaty would be successful if each would take into account the other's values and neither party would dominate the determination of terms. Further, one must note that any lack of harmonization does not necessarily result in inefficiency of the cooperation mechanism. Member states are able to make the cooperation mechanism or mutual legal assistance work. The existence of approximation or the acceptance of minimum standards as well as open communication helps in building and maintaining (almost) smooth operations with each other.

Taking these into account, the present study came up with different suggestions ranging from the MLA within the regional frameworks (involving their own member states), the groundwork for the development of MLA between the two regional organizations, and suggestions for both substantial and procedural provisions that could be included in the possible MLA regime between the ASEAN and the EU. These suggestions mainly start with the least common denominators and non-negotiables of each regional organization in efforts to find agreement between the regional and member state frameworks.

#### Abstract

In summary, the comparative criminal approach used by the present study in comparing the regional frameworks of the ASEAN and the EU, and the respective member state frameworks of the Philippines, Malaysia, the UK, and Germany, including a comparison of the law in books and the law of practice, would ultimately show that a mutual legal assistance regime could indeed be developed between and within the ASEAN and the EU. There is no need for the imposition of will of one regional organization on the other on what it thinks the other should do or practice. Instead, by building a common understanding of their respective frameworks and that of the other, as well as a common acceptance of the minimum principles, ideals and norms based on their differences, a formal international cooperation mechanism is highly plausible.

#### Acknowledgments

"We are like the little branch that quivers during a storm, doubting our strength and forgetting we are the tree deeply rooted to withstand all life's upheavals." – Dodinsky

Undertaking a doctoral research and producing a written manuscript thereafter has not been an easy process. It can bring you to the highest peaks of lightness but it can also bring you to the deepest crevices of darkness. It speaks to the core of your humanity – your human personality – and tests your mental acuity, faith, resilience and courage especially in the darkest hours. It can be a lonely endeavor because you feel that you are left alone within the sphere of your individual research and undertakings. But then again, after undergoing such process I am deeply grateful that I made it through this bittersweet and rewarding endeavor. I have found a new sense of self and also, I discovered that I have always been deeply rooted to withstand all the upheavals.

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#### Abbreviations

ACC ASEAN Coordinating Council

ACDM ASEAN Committee on Disaster Management

ACTC ASEAN Center for Combating Transnational Crime

ADGC ASEAN Directors-General of Customs

AEC ASEAN Economic Community
AEMM ASEAN-EU Ministerial Meetings

AFAS ASEAN Framework Agreement on Services

AFM ASEAN Finance Ministers

AFSJ Area of Freedom, Security and Justice

AFTA ASEAN Free Trade Area

AHRD ASEAN Human Rights Declaration

AIA Asian Investment Area

AICCM Act on International Cooperation in Criminal Matters
AICHR ASEAN Intergovernmental Commission on Human Rights

ALMM ASEAN Law Ministers Meeting
AMLC Anti-Money Laundering Council

AMMTC ASEAN Ministers' Meeting on Transnational Crime

ARC Asian Relations Conference ARF ASEAN Regional Forum

ARGUS Networking of Rapid Alert Systems

ARO Asian Relations Organisation
ASA Association of Southeast Asian
ASC ASEAN Security Community

ASCC ASEAN Socio-Cultural Community
ASEAN Association of Southeast Asian Nations

ASEAN MLAT Treaty on Mutual Legal Assistance in Criminal Matters among

Like-Minded ASEAN Member Countries

ASEAN-6 Association of Southeast Asian Nations Members Indonesia,

Malaysia, Singapore, Thailand, Philippines, Brunei

ASEANAPOL ASEAN Chiefs of Police Association

ASEAN-CMLV ASEAN Members Cambodia, Myanmar, Laos, Vietnam

#### Abbreviations

ASEM Asia-Europe Meetings

ASLOM ASEAN Senior Law Officials' Meeting
ASOD ASEAN Senior Officals on Drug Matters

ASP ASEAN Surveillance Program
ASPAC Asia and Pacific Council
BDSG Federal Data Protection Act
CCP Common Commercial Policy

CFI Court of First Instance

CFR Charter of Fundamental Rights

CFSP Common Foreign and Security Policy

CICA Crime (International Cooperation) Act of 2003

CIS Customs Information System

CISA Convention Implementing the Schengen Agreement
CIWIN Critical Infrastructure Warning Information Network

CJA Criminal Justice Act

CJEU Court of Justice of the European Union
COMECON Council for Mutual Economic Assistance
CPIB Corrupt Practices Investigation Bureau

DEIO Directive on the European Investigation Order

DFA Department of Foreign Affairs

DG Directorate-General

DGICM ASEAN Directors-General of Immigration Departments and

Heads of Consular Affairs of the Ministries of Foreign Affairs

DILG Department of Interior and Local Government

DNA Deoxyribonucleic Acid
DOJ Department of Justice

DPP Director of Public Prosecutions
DRET Democratic Republic of East Timor

EAS East Asia Summit

EAW European Arrest Warrant ECB European Central Bank

ECHR European Convention on Human Rights

ECI European Court of Justice

ECOFIN Council of Economic and Finance Ministers
ECRIS Criminal Records Information System

ECSC European Coal and Steel Community

ECST European Convention on the Suppression of Terrorism

ECtHR European Court of Human Rights

ECU European Currency Unit

EDC European Defence Community

EEA European Economic Area
EEC European Economic Community

EEW European Evidence Warrant

EFSP European Foreign and Security Policy
EFTA European Free Trade Association
EIO European Investigation Order
EJN European Judicial Network

EJTN European Judicial Training Network

EMS European Monetary System

ENP European Neighbourhood Policy
EPC European Political Community
EPC European Political Cooperation

EPCIP European Programme for Critical Infrastructure Protection

EPG Eminent Persons Group

EU European Union

EURATOM European Atomic Energy Community

EUROPOL European Police Office
FCC Federal Constitutional Court
FIU Financial Intelligence Unit
FOI Freedom of Information

FRETILIN Revolutionary Front for an Independent East Timor

FSP Foreign and Security Policy GDP Gross Domestic Product

HMRC Her Majesty's Revenue and Customs

HRA Human Rights Act

HSU Heads of Specialist Trafficking Units

IAD International Affairs Division

IAR International Authority for the Ruhr
IBP Integrated Bar of the Philippines

ICAC Independent Commission against Corruption

ICCPR International Covenant on Civil and Political Rights

#### Abbreviations

IGC Intergovernmental Conference IMF International Monetary Fund

INTERPOL International Criminal Police Organization

IRG Gesetz über die internationale Rechtshilfe in Strafsachen (Act

on International Cooperation in Criminal Matters)

JHA Justice and Home Affairs

KPK KomisiPemberantasanKorupsi (Corruption Eradicating Cor-

ruption)

MACC Malaysian Anti-Corruption Commission

MACMA Mutual Assistance in Criminal Matters Act 2002

MAPHILINDO Regional Organization by Malaysia, Philippines and Indonesia

MLA Mutual Legal Assistance

MLAT Treaty on Mutual Legal Assistance
MOU Memorandum of Understanding
NAM Non-Alignment Movement

NATO North Atlantic Treaty Organization NBI National Bureau of Investigation

NTS Non-Traditional Security

OCSC Office of the Chief State Counsel

OECD Organization of Economic Cooperation and Development

OEEC Organization for European Economic Cooperation

PACE Police and Criminal Evidence Act 1984

PMC Post-Ministerial Conferences
PNP Philippine National Police
PNR Passenger Name Record

RiVASt Guidelines on International Cooperation in Criminal Mat-

ters (Richtlinien für den Verkehr mit dem Ausland in

strafrechtlichen Angelegenheiten)

QMV Qualified Majority Voting SAR Special Administrative Area

SEA Single European Act

SEAC Supreme Allied Command in Southeast Asia SEANWFZ Southeast Asian Nuclear Weapons Free Zone

SEATO Southeast Asian Treaty Organization

SGP Stability and Growth Pact
SIS II Schengen Information System

SOMTC Senior Officials Meeting on Transnational Crime

TAC Treaty of Amity and Cooperation
TEU Treaty on the European Union

TFEU Treaty on the Functioning of the European Union

ToA Treaty of Amsterdam

TOC Transnational Organized Crime

TOR Terms of Reference

TREVI Terrorism, Radicalism, Extremism, and International Violence

UK United Kingdom

UKCA United Kingdom Central Authority

UNCAC United Nations Convention Against Corruption
UNCOC United Nations Convention on Corruption

UNTOC United Nations Convention on Transnational Organized

Crime

USA United States of America
VAP Vientiane Action Programme
VIS Visa Information System

VOC Dutch East India Company (VereenigdeOostindische Compag-

nie)

ZOPFAN Zone of Peace, Freedom, and Neutrality