

# Adaptation of the Penal Response to the Globalization of Criminality

François-Xavier  
ROUX-DEMARE<sup>1\*</sup>

<sup>1</sup> Associated professor Ph.D. in private law and criminal sciences, Vice President of the University in charge of the European University and Student Life, Honorary Dean of the Faculty of Law, Economics, Management and AES University of Western Brittany, Brest, France, [fxrd@live.fr](mailto:fxrd@live.fr)

\* Corresponding author

**Abstract:** *The evolution of international economic-political relations and the means of communication has required, for a long time, a review of the apprehension of spaces and borders. The jurist was not excluded from this reflection, quite the contrary. The criminal sciences – despite the traditional term of “sovereign matter” – have had to adapt to an obvious evolution. The situation is not new; crime is becoming international. Nevertheless, it is no longer a question of being limited to the international crimes creating international criminal law, but of the necessary response of an international criminal law. In fact, alongside crimes that undermine the international public order, States must fight against an internationalized crime. The physiognomy of this crime is now acquired: internationalized, interpenetrated and professionalized. Borders do not seem to be an obstacle to crime. The globalization of exchanges and means of communication strengthens the effectiveness of criminal bands. To this criminal evolution, the States had to react. Again, this is not a recent response. Quickly, the national police collaborated to fight against a blatant and detestable impunity through the game of borders. However, and in order to face the increase in this crime benefiting from the disappearance of borders, States had to overcome their sense of sovereignist withdrawal. The European Union illustrates this new response, going beyond traditional criminal cooperation to ensure a real criminal integration.*

**Keywords:** *police and judicial cooperation in criminal matters; transnational crime; criminology; mutual criminal assistance; criminal Europe.*

**How to cite:** Roux-Demare, F.-X. (2022). Adaptation of the Penal Response to the Globalization of Criminality. In I. Panagoret & G. Gorghiu (vol. ed.), *Lumen Proceedings: Vol. 18. Globalization, Innovation and Development, Trends and Prospects (GIDTP 2019)* (pp. 185-197). Iasi, Romania: LUMEN Publishing House.  
<https://doi.org/10.18662/lumproc/gidtp2022/19>

## Introduction

With the conquest of territories for centuries, “most of the world’s territories are now under the state sovereignty” [6, p. 67]. Thus, the vacant territories have been appropriated and they belong to identified States, bearing and claiming their sovereignty. Borders make it possible to determine these territories. According to the Dictionary of International Law Terminology, the border is defined as the “determining line where the territories of two neighboured States begin and end” [20, p. 293]. These borders identify the national spaces – land, sea and air – over which the sovereign powers and rights of each State will be exercised. The disappearance of the spaces to be conquered and the evolution of international relations have permitted to strengthen the stability of national spaces. Certainly, several conflicts and land claims can illustrate the “many uncertainties that continue to exist regarding the precise delimitation of the national space” [8, p. 73]. The continuing conflict between Israel and Palestine, and more recently the crisis in Crimea between Ukraine and Russia, illustrate these persistent uncertainties. However, these few examples do not call into question the reality of overall territorial stability, marked on the one hand by the strengthening of national borders and on the other by the facilitation of border crossing.

However, the evolution of international economic-political relations has long required a review of the understanding of spaces and borders. In Europe, the Second World War changed the physiognomy of relations between States, by creating the Council of Europe, then the gradual establishment of the European Union. With an assured goal of peacekeeping, these organizations have extended their competences towards strengthening economic and political collaboration among members. Inside the European Union, the process of the competences transfer, while respecting the principle of devolution of powers, has been strengthened as the fundamental treaties have been adopted. Certain competences of the States, sometimes in regalian fields, are then transferred to this so-called «sui generis» organization. This collaborative movement of the States is illustrated by using the expressions of European borders or European territory, symbolized by the consecration of the free movement of persons. However, these surprising developments must not overshadow the rise of nationalism and discourse on the closure of borders. Here again, the European Union illustrates this current ill-being, illustrated by the recent elections in several countries such as Hungary or Poland, but also and

especially by the process of withdrawal from the United Kingdom, popularized and widely known under the word «Brexit».

This approach – with a less integrated process – has also continued between the States of other continents but also between the States of the world. Consequently, several global organizations ensure comparable objectives of peacekeeping or strengthening political-economic relations. In addition to the obvious and fundamental role of the United Nations (UN), it seems possible to cite the North Atlantic Treaty Organization (NATO), the World Trade Organization (WTO) or the Organisation for Economic Co-operation and Development (OECD). Climate and environmental issues have been added to the goals of peace, economic, financial and monetary stability, and more recently, with the COVID-19 pandemic, health imperatives.

Moreover, the major transformation of the means of communication also causes a change in the apprehension of these notions of space and borders. The globalization of trade and the globalization of the circulation of people reduce the remoteness of spaces. Since then, national, European and international spaces coexist and benefit from a new proximity. Besides the rapidity of physical communications, the communications become immaterial, by the the establishment of a virtual space. In this space, trade knows no borders.

The jurist was not excluded from the reflection on the redefinition of spaces, quite the contrary. All legal disciplines are affected by this growing movement. Moreover, the criminal sciences – despite the traditional term “sovereign matter” – have also had to adapt to an obvious evolution. The situation is not new; crime is becoming international. Nevertheless, it is no longer a question of being limited to international crimes prosecuted before international courts establishing an international criminal law, but the necessary response of an international criminal law to enable effective collaboration between States in the fight against transnational crime. In fact, alongside crimes that violate international public order (for example, crimes against humanity), States must fight against an internationalized crime, for example: terrorism, trafficking in human beings or drug trafficking. The physiognomy of this crime is now well-defined: internationalized, interpenetrated and professionalized.

Faced with these characteristics of organized crime, States had to react by recourse to the transnational criminal collaboration, leading to the obvious observation of the powerlessness of a strictly national struggle. In fact, borders - that are (inherently) porous - do not seem to be an obstacle to crime, nor do they seem to be a vehicle for protecting against criminal acts. On the contrary, the globalization of exchanges and means of

communication strengthens the facilitation and efficiency of the activities of criminal bands (I).

To this criminal evolution, the States had to react. Again, this response is not recent. Quickly, the national police collaborated to fight against a blatant and detestable impunity by the effect of borders. Thus, at the beginning of the 20th century, more precisely in 1911, European police officers decided to constitute the first international police association: the “Internacia Polica Ligo”, “whose work is relayed by a liaison bulletin and the official language, chosen also to facilitate exchanges, is esperanto” [11, p. 6]. However, the process of creation was halted by the First World War and materialized (came to fruition) at the International Police Congress in September 1923, allowing the creation of an International Criminal Police Commission, the “first version of Interpol”. Thus, and in order to cope with the increase in this crime benefiting from the practical disappearance and – between some States – legal borders, States had to overcome their sense of sovereignist withdrawal. The European Union illustrates this new response, going beyond traditional criminal cooperation to ensure genuine criminal integration (II).

### **I) About Criminal globalization**

The criminal phenomenon evolves with social and societal changes. Moreover, criminals know how to take advantage of all technical and technological developments. Therefore, the redefinition of spaces – both the process of globalization and the appearance of virtual space – has been tamed by criminals.

Thus, the characteristics of serious crime demonstrate the process of negating the reality of physical borders (A) but also of adapting to electronic communications by taking advantage of a process of disappearance of borders (B).

#### **A) Crime against denied borders**

According to the Dictionary of the French Academy, globalization is “the fact of spreading all over the world, of affecting all humanity. The globalization of a conflict. The globalization of economic trade. Absolutely. The globalization, a new concept for the generalization of international relations in the political, economic and cultural fields”. This definition does not refer to the notion of borders, and for a good reason, because the process of globalization is free from the barriers that can be lifted between States. With the same reality as the economic field, it must be noted that

borders are denied by a large part of so-called organized crime. This situation of negation results and is symbolized by two qualifiers specifying this criminality: internationalized and interpenetrated.

The first is the internationalization of the crime. This process is not new, since “one of the main characteristics of 20th century crime is its internationalization.” Historically, the border was quickly perceived as a protection for the criminal. By this «eternal flight of the brigand towards more merciful skies» [7, p. 1], the criminal enlarges his research and arrest by the public authorities and, consequently, his prosecution before the competent courts. It is therefore not surprising to note that «if there is a timeless phenomenon, it is the circulation of «brigands». In addition to the possible protection offered by this refuge abroad or the organization of a jurisdictional “shopping forum” by a “strategic choice” [1, p. 80] of potentially competent jurisdictions, they are also issues of financial benefits that can motivate the development of transnational crime. By playing with borders, crime ensures the development of its activities, and in fact its gains. This favours the expansion of trafficking, with obvious financial consequences. To do this, organized criminal bands do not hesitate to resort to means that may appear disproportionate or seem to stem straight from cinematographic fiction. Therefore, it is now ordinary to see helicopters being used to transport drugs. In other ways, some bands use ship transport, sometimes using the spectacular means of the "narco-submarine".

The second issue is the interpenetration of crime. With the aim of greater mastery of the criminal organization but also through the lure of profit, criminal bands have been transformed to be able to manage the entire dedicated criminal process. To take the example of drug trafficking, illustrating in particular this evolution, the different stages of trafficking – the cultivation of useful plants, the processing of the product, transportation to resale sites and sales to customers – will now be controlled by a single network. The network regroups farmers, producers, smugglers, suppliers and distributors [19, p. 119]. This interpenetration will then take a second form, which is to extend the network to drugs for poly-consumers [10, p. 100]. The network then diversifies its production to allow to meet the diversified consumption. A dealer now offers his customers several types of narcotics, which allows the network to answer the demand and to continue its enrichment. The last form of interpenetration is the development of “poly-criminality” [13, p. 53] inside networks. There is a strong proximity between forms of serious criminality, which maintain “close connections”. Moreover, a criminal network can diversify its activity, knowing that one type of criminality will be able to fund another “criminal market”. Therefore, it is not surprising to have the same network to provide drugs, weapons and

human trafficking for example [3, p. 133-142]. Moreover, some criminal activities necessarily involve other criminalities. Thus, corruption or money laundering are criminalities strongly linked to drug trafficking or human trafficking. Similarly, the actions of armed groups or terrorist attacks are financed by trafficking in human beings or drugs.

And then crime can even play on the existence of borders between countries. A phenomenon illustrated by border trafficking, the border becomes a factor of enrichment for traffickers. For example, trafficking in human beings feeds prostitution establishments, with a privileged interest in countries that allow prostitution near the borders of countries that prohibit it. Terrorism is also another example where terrorists demonstrate the uselessness of a protective border to add to the terror of the act in a foreign country.

### **B) Crime against forgotten borders**

Technological evolution invites us to rethink the spaces and reality of borders. The means of communication have evolved very rapidly over the past few decades. In addition to easy transport from one country to another with air traffic in particular, it is electronic communications that have disrupted the physiognomy of exchanges. The telephone and the minitel are joined by the Internet, a military invention that is rapidly developing among the general public. This networking of computers causes a revolution in the types of communication and requires a redefinition of spaces. Indeed, physical borders are disappearing completely and trade is no longer hindered. Exchanges are facilitated and become instantaneous. Information, data, capital, finance flow quickly and easily. Thus, financial movements are carried out very easy, moving from one bank to another without difficulty. The reality of physical borders disappears in favour of an absence of virtual borders.

In parallel with this technological innovation, crime will necessarily develop in support of the new opportunities offered by this space. This crime is original in two ways, because “*computer criminals are as different as the various forms of crime they engage in.*” On the one hand, the diversity of criminals surprises, because the young student rubs shoulders with members of international criminal bands on the web in various criminal activities. On the other hand, the diversity of crime is unlimited on the Internet. A new playground for traditional delinquency such as money laundering, scams, child pornography, etc., the Internet allows the development of new behaviours such as cybersquatting or the creation of “*fake countries*” to create virtual tax havens. This criminal violence using the Internet is huge [16, p. 29-54].

The “*DarkWeb*” stigmatizes all criminal possibilities on the Internet and exacerbates concerns. Also known as “*DarkNet*” or “*Abyssal Net*”, it is an Internet space not referenced and not accessible via traditional search engines, a parallel universe dematerialized and superimposed. To access it, the procedure is more complex since it requires the use of a specific software, of which the best known is today «*The Onion Router Project*», said «TOR». This access is also characterized by a necessary anonymization of connections. Anonymity is the place of all trafficking and allows us to leave no trace of illegal activities carried out in this space, but also to protect ourselves from possible cyber attacks by the actual users. And for good reason, the “*DarkWeb*” can be defined as a “crime supermarket”, offering the opportunity to the Internet actual users – real cyber offenders – to sell and buy illegal products or services. The possibilities are limitless and disturbing: drugs, weapons, fake papers, counterfeit money, human organs, child pornography, zoophilic or necrophiliac pornography, child trafficking, documentation for the manufacture of bombs, anthropophagic cookbooks, service of hired killers, etc. The French legislator has also recently expressed concern about a practice that is taking place on the «*DarkNets*», “*which consists in obtaining videos of crimes, including sexual abuse committed in a foreign country, particularly on minors*”. Moreover, the sponsor of the video, who consults in *live streaming*, can play an active role by giving instructions to the aggressors abroad about the acts to be done to the victim. The French legislator then added articles in the Penal Code, articles 222-26-1 and 222-30-1, in order to be able to sanction the criminal warrant as well as the request of the sponsor that was not followed by an act. [14, p. 136]. The potential purchases or exchanges in this uncontrolled space, as shown in these examples, are a clear source of fear.

In the face of this crime that denies or forgets borders, States react or try to react to ensure a necessary fight against the activities of these offenders and establish an imperative protection of citizens.

## **II) About the globalized criminal response**

The response sometimes advocated by some political representatives to respond to changes in crime – including terrorism, organized crime or illegal immigration – is the re-establishment of national borders, referred to as the the re-installment of customs controls at borders. For example, this solution was presented by candidates in the French presidential elections in 2017. During the 2019 European elections, *the National Assembly* of Ms. Le Pen called «*to find the borders of France*» and *Debout la France* by Mr. Dupont-Aignan proposed to return «*to each country the control of its borders*». The

presentation of the criminal reality ignoring borders underlines the inadequacy and uselessness of these proposals. Thus, the most appropriate solution seems to be cooperation between States. A process has gradually been built to implement an internationalised action symbolized by intergovernmentalism (A) and to implement a Europeanised action symbolized by integration (B).

### **A) Internationalized Justice or the Response through Collaboration**

Henri DONNEDIEU DE VABRES wrote in 1928 that *“it is urgent that the internationalization of crime be opposed by the internationalization of repression”* [5, p. 1]. The withdrawal of sovereignists and the actions at the only level of States are ineffective solutions to fight against internationalized crime. It is now understood that border control is *“impossible and unrealistic”* [2, p. 113] *“inefficient”* and *“impracticable”*. Therefore, it is not possible to act through isolated actions at the level of States, since *“the ineffectiveness of national law becomes practically inevitable”* [4, p. 514]. Consequently, States perceive – more or less quickly – the importance of answering to this crime by adapting the characteristics of the criminal response: internationalisation. This is all the more true for cybercrime, which *“forces the police to rethink their means of action, to get up to the technical level and to develop transnational tools, because the scale is becoming global. Cybercrime is all the more difficult to grasp because it takes various forms and has, by definition, no borders.”* Moreover, this crime is illustrated by its instantaneity, questioning temporality and space-time, forcing to consider fast procedures.

This movement of internationalisation takes the form of a strengthening of cooperation between States through the adoption of international conventions, that is to say intergovernmental agreements between States, to strengthen the fight against transnational crime. Conventions on extradition or mutual legal assistance, including the development of the International Crime Commission, will be adopted. These conventions make it possible to go beyond the principle of territoriality of criminal law by providing useful assistance to partner countries in their actions to fight crime. Many conventions are adopted bilaterally between countries, which is particularly facilitated when both countries share a common legal tradition. This allows the treaty to be adapted to the expectations of each partner, ensuring greater certainty in its application. Other conventions are signed in a multilateral framework, which ensures the extended application of the adopted dispositions. For example, several conventions are adopted under the auspices of the United Nations,

such as the Convention against Transnational Crime adopted in New York on 15 November 2000 [12]. Nevertheless, these agreements are most often criticised, with the hindrances brought by reservations and negotiations leading to a minimalist agreement, the adoption of cumbersome procedures due to safeguards imposed, causing uncertainty about the outcome of these most often expensive procedures [18, p. 76]. If it is not possible to be satisfied with these characteristics attributed to certain international instruments, little surprising in sovereign subjects such as the criminal sciences, nevertheless, the value of their existence must be recognized in the absence of more in-depth instruments.

This internationalisation movement is also oriented towards the practical aspects of the actions. Thus, the development of practical collaboration is illustrated by the creation of police structures, then more recently judicial. So, the creation of the International Criminal Police Organization – Interpol provides a clear illustration of the international cooperation of police authorities. At the judicial level, the establishment of international criminal tribunals and the International Criminal Court demonstrate the possibilities of judicial cooperation, even if these examples focus on major international crimes. At another level, it is possible to cite the existence of training networks, with the existence since 2002 of the International Organization for Judicial Training (IOJT) generally consisting of judicial schools in the member countries, its objectives are to promote the rule of law by supporting training institutes, promoting the role of law, developing common training programmes and improving the methodology of education. The National School of Magistrates represents France inside this structure, but also participates in various missions to improve judicial cooperation, as illustrated by its action for the creation in 2010 of the Euro-Arab Judicial Training Network (REAFJ).

However, States' fears of a loss of their sovereignty in criminal matters explain the lack of direct exchanges between professionals and the resistance to a deepening of this collaboration. This cooperation then suffers from the persistence of borders for the public authorities, which will be denounced by the adoption of several public statements. Thus, by their «*Geneva Appeals*» on October 1, 1996, seven magistrates from different countries declared the urgency «*to abolish outdated protectionism in police and judicial matters*». The response to these criticisms is more specific at regional level, particularly in Europe.

## **B) European justice or the response through integration**

If the main European organizations, the Council of Europe and the European Union, have as their main objective the preservation of peace on the European continent, the cradle of world wars, these organizations will promote a new political development.

The Council of Europe initiates the first movement towards the construction of a penal Europe. The action of the Pan-European organization with its 47 Member States is often reduced to the application of the Convention for the Protection of Human Rights and Fundamental Freedoms and to the work of the European Court of Human Rights which it institutes.

In fact, the influence of this convention and its court is eminently important, provoking legislative and jurisprudential developments provoking legislative or jurisprudential developments in criminal law, both in substance and in form. But in addition, the organization has also adopted more than 200 conventions, in fundamental criminal law by combating terrorism, trafficking in human organs, corruption, violence against women and domestic violence, sexual exploitation and abuse of children, etc. and in formal criminal law by improving procedures for extradition, transmission of repressive procedures, mutual legal assistance in criminal matters or transfer of convicted persons. Nevertheless, this action remains intergovernmental, creating different spaces according to the signatory States that have ratified the text.

In support of the work provided by the Council of Europe, the European Communities which have become the European Union are developing unexpected cooperation in the fields of justice and home affairs, gradually leading to the creation of an area of freedom, of security and justice. In addition, if the first texts are also intergovernmental conventions, this cooperation will deepen to a movement of «communitarization» or «Europeanisation» allowing the use of European normative instruments: regulations and directives. The interventions in the fundamental criminal law (trafficking in human beings, drug trafficking, currency counterfeiting, acts of terrorism, etc.) as well as formal (European investigation decision, joint investigation teams, confiscation of the products, instruments and property of the crime, etc.) are extremely numerous and varied, allowing a real movement of criminal harmonisation. One of the privileged examples of this European criminal evolution is the European arrest warrant. Replacing the hard extradition procedure between the Member States, this mandate is a real judicial success with redoubtable efficiency [15, p. 38-47]. Such a

procedure shall make it possible to adapt to the free movement of persons within the Schengen area in order to ensure easier delivery.

This criminal collaboration of the European Union is also illustrated by the reality of operational action [17, pp. 29-40]. While it is possible to regret certain delays in the mechanisms of this operational cooperation, the list of the actors involved in such cooperation shows the scale and depth of this process: liaison magistrates, European Judicial Network, Europol, Eurojust, OLAF or Frontex [9, p. 160].

The establishment of the European Public Prosecutor's Office to combat damage to the Union's financial interests, and possibly in the future to extend its competence to the fight against serious crime with a cross-border dimension, is a new stage in this movement of European criminal integration. This prosecutor's office will have jurisdiction to seek, prosecute and bring to justice the delinquents of «PIF». Currently, 22 Member States, including France and Romania, are participating in the installation of this independent and decentralized European Union Public Prosecutor's Office.

The European Union presents itself as a true laboratory for an enlarged European penal area, that is to say a penal Europe representing the European continent, and beyond an international penal area. However, such a process will take time. Benefiting from a high level of protection of human rights and deep relations based on mutual trust and solidarity, the Member States of the European Union ensure the maintenance of a virtuous circle in favour of criminal integration. These privileged relations allow harmonisation actions or recourse to the principle of mutual recognition of criminal decisions, which strengthen the European judicial and legal culture.

## **Conclusions**

To conclude, globalization quickly concerned the criminal, who understood his interest in using or denying borders, taking advantage of the freedom of trade and the evolution of the means of communication. To this globalization of crime, the response is essentially a Europeanisation of criminal law that will have to be overcome, to accompany a movement of criminal internationalisation. If such a development remains at present largely utopian beyond European borders, this process will be the only solution for a real fight against international crime.

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