

Legal Paper on:

Activating the Right of the Civil Society Organizations Concerned with Combatting Corruption to File Lawsuits in Corruption Cases





The Coalition for Accountability and Integrity (AMAN)

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The Coalition for Accountability and Integrity (AMAN). 2022. Activating the Right of the Civil Society Organizations Concerned with Combatting Corruption to File Lawsuits in Corruption Cases, Ramallah-Palestine.

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This study is funded by the European Union. However, the opinions expressed in it do not express those of the EU, and is not responsible for them.

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Introduction

Article (8/9) of the Amended Anti-Corruption Law No. (1) For 2005 provides that, "despite what the Criminal Procedures Law and other relevant laws provide, for ACC to carry out its mission and mandate it should have the following: ... the right to file lawsuits against crimes identified in this Decision by Law through the Corruption Prosecution, and to proceed according to the provisions of this Decision by Law and other relevant legislations. Such lawsuits can only be prosecuted in the cases specified by law. It is inadmissible to stop a lawsuit after filing or waive, abandon, or settle it except in cases identified by law". Article (1) of the Palestinian Criminal Procedures Law No. (3) For 2001 provides that "The right to file and conduct a penal action is vested exclusively in the Public Prosecution, and it shall not be filed by others except in those cases where the law provides otherwise. The action may not be suspended, waived or abandoned, nor may it be delayed or settled out of court except in those cases where the law provides otherwise."

The above indicates that the Palestinian law has restricted filing corruption lawsuits to the public prosecution and ACC.

The Palestinian law has not granted other public control institutions, such as the Parliament, the State Audit and Administrative Control Bureau (SAACB), or civil society organizations concerned with fighting corruption, the right to file criminal lawsuits against corruption cases. This paper aims at strengthening community participation in enhancing the accountability system and in detecting corruption and preventing impunity through broadening the circle of parties that can file corruption lawsuits, rather than keep it exclusively with the Prosecution, based on the principle of defending the public interests, in a manner similar to human rights cases.

This paper has been prepared according to a specific methodology, namely reviewing the relevant Palestinian legislations and relevant jurisprudence and judicial precedents, in addition to interviews with concerned and specialized persons.

The paper is divided into six parts: The concept of filing criminal lawsuits; The historical evolution of the right to file a criminal lawsuit; The competent parties to file criminal lawsuits in the Palestinian legislation; Legislation and practice in filing criminal lawsuits in cases related to corruption in Palestine; A comparative experience of filing criminal lawsuits in corruption cases, and Broadening the circle of the parties that have the mandate to file criminal lawsuits in corruption cases and not restrict it to ACC and Corruption Prosecution.

First: The concept of filing criminal lawsuits

Filing a criminal lawsuit is initiating the case, or the first procedure used in front of the investigating or adjudicating party¹, or the procedure with which the Prosecution takes the criminal case at hand. It is the first procedure with which the criminal lawsuit starts. Filing the lawsuit constitutes the opening of the case, which shifts the case from being static to being active or alive². Filing the criminal lawsuit means that the Prosecution has taken any of the following initial investigation measures Such as moving to the crime scene, listening to the persons who were present, interrogating suspects, ordering collecting evidence and others. Assigning a member of the judicial police to take an investigative measure constitutes filing a criminal lawsuit. The procedures of collecting evidence made by the judicial police during the initial investigation does not constitute filing a criminal lawsuit.

Other terms that similarly mean filing a criminal lawsuit that the Palestinian criminal legislature use include penal case arraignment. Filing a lawsuit is different from prosecuting a case. Prosecuting a penal case means taking the all the necessary procedures and actions that give the state its right in prosecuting the accused, taking him to court and adjudicating against him. Hence, filing the lawsuit constitutes the first measure towards prosecuting the case, hence prosecuting a case is more comprehensive; in other words, filing a lawsuit constitutes a part of prosecuting it³.

Second: The historical evolution of the right to file a criminal lawsuit

As mentioned earlier, filing a criminal lawsuit constitutes the first procedure used in front of the investigation or adjudication parties. It constitutes initiating the process. Some described it as the opening of a legal process and its engine⁴. The procedural systems were identified according to the party that has the power to file criminal lawsuits. Historically four types of filing criminal lawsuits evolved with the increase in the powers of the ruling authorities, and their ability to subject individuals to their orders and concentrate powers in their hands. Those types are⁵:

1- The individual or private accusation system

This system is based on giving the individuals the right to press charges, whether for a crime that harmed them or they were the victims. This system grants the right to press charges to the heirs of the victim. This system was common in the ancient societies, hence the ancient laws, such as the Greek, Roman and German laws defined it.

The Islamic Law (Shari'a) defined the individual accusation system, but adopted a dual division of crimes, dividing them into general crimes and private crimes. The individual in a society has the right to file a lawsuit against general crimes that have an impact over the society, through a lawsuit called "Hisba". In private crimes, filing a criminal lawsuit is restricted to the victim or his/her heirs.

¹ Mahmoud Mahmoud Mustafa, Explaining the Criminal Procedures Law, University of Cairo Press, 1976, P. 53.

² Hassan Jokhadar, Explaining the Criminal Procedures Law, 1st Edition, Dar Athaqafa for Publishing and Distribution, Amman, 1993, P. 62.

³ Mustafa Abdul Baqi, Explaining the Palestinian Criminal Procedures Law, Birzeit University, 2015, P. 94.

⁴ Ahmad Fathi Srour, A Summary of the Criminal Procedures Law, University of Cairo Press, 1983, P. 525.

⁵ For further details about those systems, see: Mohammad Mahmoud Said, The Right of the Victim to File a Public Lawsuit, Dar AL-Fikr Al-Arabi, Cairo, 1977 P. 7-25.

The individual accusation system originates in the Palestinian legislation. Article (106) of the Amended Basic Law For 2003, which provides that, "judicial rulings shall be implemented. Refraining from or obstructing the implementation of a judicial ruling in any manner whatsoever shall be considered a crime carrying a penalty of imprisonment or dismissal from position if the accused individual is a public official or assigned to public service. The aggrieved party may file a case directly to the competent court and the National Authority shall guarantee a fair remedy for him".

2- Popular accusation system

According to this system, the individuals may press charges in a public lawsuit against a crime that did not hit them directly but its damage extended to the security and stability of the society. In this case, all the members of the society have the right to accuse the perpetrator and file a criminal lawsuit, even if the crime s/he committed is private but its harm extended to the society.

3- Judicial accusation system

This system emerged with the increase in the state power, whereby the judges claimed to themselves the right to file public lawsuits without any person's request. The judge has the right to file a lawsuit or order prosecuting a case, as expressed in the previously dominant rule, which provides that, "every judge is a prosecutor". This form of accusation system is still applicable in the modern criminal laws on the offenses committed during court proceedings, which the judge is entitled to sentence immediately, committed by anyone who violates the security and rules of the court proceedings as they take place, i.e. filing a case and using it.

4- General accusation system

As the power of the state was enshrined, the right to file a criminal lawsuit came to the hands of the public authority, through an entity called in some legislations the public prosecution, while in most legislations it is called, the General Attorney, who has the original right to file a criminal lawsuit. Some legal systems considered the attorney general's office a judicial authority that enjoys similar immunities as judges, while other systems considered it an administrative body that should not enjoy the immunities of judges. This may subject the prosecution to the influence of the executive power and its demands, which may subject innocent persons to the risk of facing charges as means of pressure, to comply with the demands of the executive power, or for certain political considerations. There were also legislative attempts to address this defect, through mixing the general accusation system with some elements of other systems, so that the individuals and other parties are not deprived from the right to file a criminal lawsuit. Nevertheless, the public prosecution maintains the original right to file and manage a lawsuit.

Third: The competent parties to file criminal lawsuits in the Palestinian legislation

The Palestinian Criminal Procedures Law No. (3) For 2001 identified the parties that have the power to file criminal lawsuit, as follows:

1- Public Prosecution

According to Articles (1-3) of the Law, the Public Prosecution has the exclusive right to file and prosecute criminal lawsuits. A criminal action may not be filed by others, except in cases where the law determines otherwise. The Attorney-General himself, or through a member of the Public Prosecution, files criminal legal action. The Public Prosecution shall file a criminal action if the injured party files a civil action pursuant to the rules set forth in the law.

2- The Judicial Police

The Judicial police has the authority to file legal action in exceptional cases. The Judicial police with a general competence (the police) have the power to file criminal action in two cases: when caught in the act and in the cases where there are warrants. However, completing the investigation measures, including the initial investigation, falls under the competence of the Attorney General⁶.

The special judicial police have the mandate of filing criminal legal action within their competence, based on Article (23) of the Criminal Procedures Law, which provides that "Without prejudice to the provisions of Articles 16, 17, and 18 of this law, the competent judicial officer shall send the minutes and seized items related to the contraventions under his jurisdiction to the competent court and shall follow up before such court". Hence, the local councils, such as the municipalities and village councils are entitled to file criminal action in front of the municipal courts on violations of the Law of Planning Towns, Villages and Buildings No. (79) For 1966, applicable in the West Bank, based on Article (11) of the same law that provides that "....it is admissible for any local or regional committee to file legal action, and stand in front of any court, and it may have any of its employees represent it in any legal procedures...".

3- Judges

According to Articles (189-190) of the Criminal Procedures Law, all types of courts have the power to file legal action in relation to crimes committed during court proceedings, whether committed by an ordinary citizen, or a lawyer, or a court employee, to maintain the prestige of the courts. Such offenses that occur during court proceedings may constitute a grave breach of the court proceedings system and require immediate action.

4- The victim or the injured party

Based on Article (53) of the Criminal Procedures Law, if, on the basis of the minutes of the evidence-gathering, the Public Prosecution decides that a case involving a contravention or a misdemeanor is ready for judicial review, it shall order the accused to appear immediately before the competent court. It is worth noting that if the Public Prosecution is competent to file criminal action, since it is part of its jurisdiction, its powers to file criminal action are not absolute. The legislature restricted it to a complaint from the victim or the injured party, or restricted its powers by a request submitted from specific parties, or a warrant issued from certain parties, based on Article (4/1) of the Criminal Procedures law, which provides that, "The Public Prosecution may not conduct an investigation or file a criminal action which is statutorily conditioned on a complaint, a civil action, a requisition or a warrant".

Fourth: Legislation and practice in filing criminal lawsuits in cases related to corruption in Palestine

The Amended Anti-Corruption Law No. (1) For 2005, Article (9/8) provides that, "despite what the Criminal Procedures Law and other relevant laws provide, for ACC to carry out its mission and mandate it should have the following: ... the right to file lawsuits against crimes identified in this Decision by Law through the corruption Prosecution, and to proceed according to the provisions of this Decision by Law and other relevant legislations. Such lawsuits can only be prosecuted in the cases specified by law. It is inadmissible to stop a lawsuit after filing or waive, abandon, or settle it except in cases identified by law".

The interpretation of those provisions was relatively ambiguous, since on the outside, the text seems to provide that the right to file cases of corruption lies with ACC and through the Corruption Prosecution. This means that the Public Prosecution cannot on its own file cases of corruption without a request from ACC. The Constitutional Court resolved the issue when the Minister of Justice requested an interpretation of the above-mentioned Article (9/8). The Court decided that, "the powers of the Chair of ACC include inquiries, collecting evidence from the reports and complaints which ACC follow up, but do not extend to include the files and investigations at the Public Prosecution, courts and the judicial police who have a general mandate other than ACC staff, whereby the files may be referred to the Public Prosecution for legal action, and may be referred to the court that is competent on considering corruption cases without going through ACC. Accordingly, it is possible to file lawsuits in corruption cases either directly by the Public Prosecution or through ACC via the Public Prosecution.

Practically, there are several channels to convey suspected corruption cases to ACC. This includes the telephone, fax, e-mail or a special ACC application, in addition to reports, complaints and personally reporting at ACC offices. Ministries, public institutions and SAACB may also refer files of suspected corruption to ACC. The Attorney General may also refer files that do not include any detention of suspects to ACC, so that it carries out its functions in accordance with the law to investigate, collect evidence and other functions. If ACC finds suspected corruption in those cases, then it refers the whole case file, accompanied by all the supporting documents to the Corruption Prosecution to complete the investigations and take a final decision, either to dismiss the file because of lack of serious evidence of corruption, or issue an indictment and refer the file to the Corruption Court⁸.

⁷ The Palestinian Constitutional Court Decision on the request for interpretation No. 2/2019 published in Issue No. 176 of the Palestinian Gazette, P. 144. 8 Interview with Mr. Mazen Lahham, Director-General, General Administration of Investigations, ACC, 25/09/2022.

Fifth: A comparative experience of filing criminal lawsuits in corruption cases

Reviewing some international conventions against corruption, such as UNCAC of 2003 reveals that they did not identify the parties entitled to file criminal lawsuits in corruption cases, considering that an internal issue that the national laws regulate in each country.

Some legislations have restricted the power to file criminal lawsuits in corruption cases either to the attorney general or to the anti-corruption commission. Below is a review of some comparative experiences:

1- Lebanon:

Law No.175 of 2020 on Combating Corruption in the Public Sector and establishing the National Anti-Corruption Commission, Article (18/1) granted the power to receive corruption files, investigate, study and refer corruption crimes when necessary to other competent supervisory and disciplinary bodies. Moreover, Article (21/a) of the same law granted the Anti-Corruption Commission, following investigating corruption cases, the power to take any of the following actions:

- a- Dismiss the file if it concludes that it does not require any further judicial or disciplinary action.
- b- Refer it to the competent prosecution that must inform ACC on the progress of the case and the investigations they carry out and their result. If the public prosecution decides to dismiss a file, ACC may request it to expand the investigation.
- c- Prosecute directly at the competent court and request to penalize the perpetrators, decide in favor of civil obligations to the state. ACC may contest the decisions within the deadlines specified by law.
- d- File the cases and the necessary reviews in front of the competent judicial or administrative body to request restoring the previous status, and to recover moneys and receive compensations for acts of corruption proven by a final administrative or judicial decision.

2- Tunisia

Articles (24-28) of the Law on Good Governance and Anti-Corruption Commission No. (95) For 2017 provide that the Anti-Corruption Division at the Commission shall submit a report with minutes and documents about all the investigated suspected corruption cases to the Commission's Board. If the Commission finds a serious case of suspected corruption, it may request the competent judicial authority to take precautionary measures, such as impose a travel ban or freeze funds or property. The Commission's board shall decide, following consultations, on the cases to refer to the competent administrative or judicial authorities and those dismissed. The Commission shall notify the suspects, the reporters, the witnesses and the experts of its decision. The dismissal decision shall be justified, and does not preclude resorting again to the judiciary in case new information has become available. The competent judicial authority shall notify the Commission about the progress of the investigations and decisions.

3- Kuwait

According to Articles (27-28) of the Law No. 2 of 2016 on the Establishment of the Public Anti-Corruption Authority, the Public Prosecution has the exclusive competence on the investigation, disposition and prosecution of all offences set forth herein and any other offences related thereto. If the person charged with a corruption offence was one of the persons for whom the Constitution or the Law stipulates a special legal procedure for investigation or prosecution, such procedure shall be followed in this respect.

4- Saudi Arabia

The Law Regulating the National Anti-Corruption Commission No. (165) For 1432 (Hijri), Article (3), provides that the National Anti-Corruption Commission has the competence of referring violations ad irregularities related to financial and administrative corruption upon their detection to the control or investigative bodies, each according to circumstances. The Commission shall be informed of the progress in the relevant investigations and procedures. If the Commission considers that those violations and irregularities involve an institutional dimension for any of the parties subject to the Commission's mandate, it must refer the matter to the King to take the necessary measures he deems appropriate.

5- Jordan

According to Article (8/6) of the Integrity and Anti-Corruption Law No.13 of 2016, the Board of the Integrity and Anti-Corruption Commission shall take the necessary decisions related to corruption cases, including referring such cases to the competent authorities. Article (17/a) provides that the Public Prosecution shall have a prosecution department specialized in corruption cases, which shall have the mandate over the cases referred to it by the Board. Article (16/c) provides that the special provisions stipulated for in the relevant legislations shall apply in the event that the defendant in a corruption case was one of the persons that the Constitution or the relevant legislations require special forms or procedures for investigating or for judicial prosecution.

Sixth: Broadening the circle of the parties that have the mandate to file criminal lawsuits in corruption cases and not restrict it to ACC and Corruption Prosecution

The public prosecution has the inherent jurisdiction to file criminal lawsuits in corruption cases. However, another point of view suggests that there is a need to broaden the scope of the parties that have the mandate of filing criminal lawsuits in corruption cases, and not restrict it to ACC and Corruption Prosecution, for the following reasons:

- 1-The parties that file criminal lawsuits in corruption cases do not seek personal gains or enrichment because of the prosecution and the desired sentence. The ultimate goal is to protect the rules of legality and the principle of the rule of law on one hand, and to preserve public money and public interest on the other hand.
- 2- Broadening the circle of the parties that have the mandate to file criminal lawsuits in corruption cases is not new to the legal and judicial system. In certain cases, filing is not restricted to a specific person or party, and every person in the society has the right to file it, such as the Hisba lawsuit in the Islamic jurisprudence. In Hisba cases, for example, any person, by virtue of being a citizen, has the right to defend the public interests. Hisba lawsuit is filed by persons who have no personal and direct interest, but because it is related to the interests of the group and to public order. The condition of capacity of the claimant in Hisba cases is considered an exception from the personal interest. The Hisba case is similar to the cases filed by the unions, associations, syndicates and other institutions that do not base their lawsuits on the personal capacity. The interest and the capacity in filing is fixed for each individual, because the rights that a Hisba case is seeking to protect, whether they are pure rights of God, or include the rights of God, constitute part of Promotion of Virtue and the Prevention of Vice, which is a collective duty (Fard Kefaya) which all Muslims must perform. A Hisba case may constitute an individual duty (Fard Ayn) if it was designated to a specific person, if the ruler assigned him for a specific task. In one of its decisions, the Cairo Appeals Court asserted this by saying, "the interest in a Hisba case is preventing a vice whose result is seen or ordering a virtue whose dropping is seen, as in the following verse of the Quran: "Let there arise out of you a band of people inviting to all that is good, enjoining what is right, and forbidding what is wrong: They are the ones to attain felicity". Abandoning virtue harms every Muslim, and the spread of vice and wrongful acts is more harmful to them, which proves the capacity of every individual in the society to file a lawsuit in front of the judiciary¹⁰.
- 3- Granting the civil society organizations (CSOs) concerned with corruption the right to file criminal lawsuits in corruption cases complements the competencies they exercise, in preserving public funds, and combatting corruption on one hand, and in defence of public interests and the principle of the rule of law on the other hand. This is in line with the cases filed in defence of public freedoms and human rights. The right to file lawsuits is not restricted to the injured party alone, but such a right extends to other in accordance with certain controls. The Palestinian legislature adopted this philosophy by broadening the circle of the persons who have the competence to file administrative lawsuits in front of the administrative courts in cases related to human rights.

⁹ Quran, Surah Al-Umran, Aya 103

According to Article (20/5) of the Decision By Law on the Administrative Courts No. (41) For 2020, "No applications or contests submitted to the Administrative Court shall be accepted if they do not have a personal capacity or interest". However, Article (25/5) of the same Decision By Law provided that the legal representation in front of the Administrative court may be signed by the claimant or one of his relatives up to the fourth degree, in requests related to ordering the release of persons unlawfully detained, since those are cases and requests related to public rights and freedoms, according to Article (285/2) of the Palestinian Civil Procedures Law No. (2) For 2001.

On the other hand, some believe that the right to file lawsuits in corruption cases must be restricted to the Public Prosecution for the following justifications:

- 1- The right to file corruption lawsuits lies exclusively with the ACC and the Public Prosecution, since they are legally and technically competent. They have the legal jurisdiction to perform all actions and procedures related to investigating, collecting evidence, lifting bank secrecy, requesting data and documents, arresting and taking all other necessary actions before the case file is referred to the corruption crimes court. Those procedures are precise, and any defect in them shall invalidate the case at the court, hence leading to the perpetrators' impunity¹¹.
- 2- Furthermore, broadening the circle of the parties that have the mandate to file criminal lawsuits in corruption cases to include official control bodies such as SAACB and CSOs concerned with combatting corruption may backfire and lead to impunity since those parties do not have the legal mandate like ACC and the Public Prosecution to perform all actions of investigating, collecting evidence, arresting, lifting bank secrecy, summoning witnesses and requesting data and documents from official parties. Moreover, those parties may not be adequately legally and technically qualified to conduct all the above-mentioned tasks and refer the corruption cases to the corruption crimes court. Consequently, any defect in such procedures prior to referring the file shall invalidate the procedures and lead to the perpetrators' impunity.
- 3- If the control bodies and CSOs concerned with combatting corruption have cases of suspected corruption, they should refer them to ACC or to the Public Prosecution, to enable those parties to carry out their mission in accordance with the law, and investigate, collect evidence and carry out other procedures. This is more fruitful than authorizing the control parties and CSOs to file lawsuits in corruption cases, and risk getting adverse outcomes to the anti-corruption efforts.

¹¹ Interview with Mr. Mazen Lahham, Director-General for Investigations at ACC on 25/09/2022.

Conclusions and recommendations

Conclusions:

- 1- UNCAC of 2003 did not identify the parties that have the mandate to file criminal lawsuits in corruption cases, considering it an internal affair left to the national legislations in each country.
- 2- The Palestinian law restricted the right to file lawsuits in corruption cases exclusively to the Public Prosecution as well as to ACC through the Public Prosecution. The Palestinian law did not grant the other public control bodies, such as the parliament, SAACB, or concerned CSOs the right to file criminal lawsuits on corruption cases.
- 3- The legislations studied comparatively restricted the right to file lawsuits in corruption cases to the Public Prosecution or ACC, and did not grant it to any other party.

Recommendations:

- 1- Broadening the circle of the parties that have the mandate to file criminal lawsuits in corruption cases to include public control bodies and concerned CSOs requires a legislative amendment to ACC Law that enables that, taking into consideration all the relevant caveats, which failing to recognize may produce adverse results and increase impunity.
- 2- Until such a legislative amendment that enables CSOs concerned with fighting corruption to file criminal lawsuits in corruption cases is introduced, CSOs concerned with fighting corruption, such as AMAN, may sign memoranda of understanding (MOUs) with ACC and the Corruption Prosecution. Such MOUs may encourage them to listen to AMAN's points of view regarding the suspected corruption cases referred through the institution, engage it and inform it about the nature of the procedures they take, in line with Article (13) of UNCAC, which promotes the participation of the community in the efforts to prevent and combat corruption.
- 3- Continue the efforts of CSOs in lobbying and advocacy, announcing adopting corruption cases in the media, holding debates about them, attempting to influence ACC and the Corruption Prosecution to exert serious efforts in following up those cases, referring the perpetrators to the Corruption court, to bring justice and alleviate impunity.

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Second: The Palestinian laws

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- 2- The Criminal Procedures Law No. (3) For 2001
- 3- The Amended Anti-Corruption Law No. (1) For 2005
- 4- The Civil Procedures Law No. (2) For 2001.
- 5- The Decision By Law on the Administrative Courts No. (41) For 2020,
- 6- Law of Planning Towns, Villages and Buildings No. (79) For 1966

Third: Foreign conventions and laws

- 1- UN Convention against Corruption of 2003.
- 2- The Arab Convention against Corruption
- 3- The Lebanese Law No.175 of 2020 on Combating Corruption in the Public Sector and establishing the National Anti-Corruption Commission.
- 4- The Tunisian Law on Good Governance and Anti-Corruption Commission No. (95) For 2017.
- 5- The Kuwaiti Law No. 2 For 2016 on the Establishment of the Public Anti-Corruption Authority and the Provisions of Financial Disclosure.
- 6- The Law Regulating the National Anti-Corruption Commission No. (165) For 1432 (Hijri).
- 7- The Jordanian Integrity and Anti-Corruption Law No.13 of 2016.

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- 5- Mohammad Mahmoud Said, The Right of the Victim to File a Public Lawsuit, Dar AL-Fikr Al-Arabi, Cairo, 1977.
- 6- Reda Al-Barfi, The Hisba Lawsuit and the Cancellation Lawsuit, Master's Thesis, Tarhouna University, Libya.

Fifth: Interviews

Interview with Mr. Mazen Lahham, Director-General for Investigations at ACC on 25/09/2022.



AMAN was established in 2000 as a civil society organization that seeks to combat corruption and promote integrity, transparency and accountability in the Palestinian society. The Coalition was first formed by an initiative from a number of civil society organizations working in the field of democracy, human rights and good governance. In 2006, the Coalition was accredited as a national chapter for Transparency International.

AMAN is a Palestinian think tank and a specialized body providing knowledge on corruption at the local and regional level through producing specialized reports and studies. The periodic publications include: The annual Integrity and Anti-Corruption Report, the annual Palestinian Integrity Index and the National Integrity System studies and reports, in addition to the Coalition's continued contributions to produce reports and studies on the status of corruption in the Arab region.

As part of the global anti-corruption movement - and of international alliances and partnerships with relevant specialized coalitions and organizations - AMAN plays a key role in the transfer and contextualization of necessary international knowledge and tools to combat corruption in all sectors.

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AMAN'S core program is funded by the Government of Norway, Netherlands, and Luxembourg