



A Study About

Managing corruption risks in the judicial police administration

Report No 278



2023



A Study about Managing corruption risks in the judicial police administration

December 2023



AMAN
Transparency Palestine



الائتلاف من أجل النزاهة والمساءلة (أمان)

The Civil Forum for Promoting Good Governance in the Security Sector and the Coalition for Integrity and Accountability (AMAN) extend their sincere thanks to Dr. Fadi Rabaya for preparing this study, and to Dr. Azmi Al-Shuaibi and the work team in the AMAN Coalition for supervising, reviewing and editing the study.

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If cited, please refer to the publication as follows: Coalition for Integrity and Accountability (AMAN). 2023. Managing corruption risks in the seizure, destruction and sale of illegal vehicles. Ramallah - Palestine.

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Notice:

This study was prepared by the Coalition for Integrity and Accountability (AMAN), with the participation of the Palestinian Police Service, which contributed to reviewing this study, overcoming obstacles, and facilitating the tasks of the local experts responsible for designing and editing the study. The results and ideas contained in this study do not necessarily represent the institution nor the departments partnering in preparing this study.

Contents

1. Background and importance of the study	5
2. The theoretical framework of the risks of corruption in the police force	8
2.1 Definition of police corruption and its common classifications	8
2.2 Governing standards for managing corruption risks in the field of police work	10
3 .Diagnosing and evaluating corruption risks surrounding the work of the judicial police	11
3.1 Organizational structure of the judicial police administration	11
3.2 Work flow map of the judicial police	13
3.2.1 Implementing judicial memorandums issued by regular courts in human rights disputes	14
3.2.2 Implementing judicial rulings imposing custodial sentences against those convicted of penal sentences	16
3.2.3 Implementing subpoenas issued by the Public Prosecution for the purposes of criminal proceedings..	17
3.2.4 Implementing legitimate judicial rulings	17
3.3 Assessing the risks of corruption in the judicial police	17
3.3.4.1 Administrative decisions related to the implementation of detention orders resulting from human rights disputes	17
3.3.4.2 Administrative decisions related to the implementation of custodial penalties in criminal cases	18
3.3.3 Decisions to implement subpoenas against defendants and witnesses in criminal cases	25
3.3.4 Decisions to implement judicial memorandums and rulings issued by Sharia courts	28
3.4.3.4 Confronting the risks of corruption in the judicial police	30
3.4.1 Necessary interventions to reduce the risks of corruption regarding the implementation of judicial rulings	30
3.4.2 Interventions necessary to reduce the risks of corruption regarding the implementation of subpoenas	31
3.4.3 Interventions needed to reduce corruption risks associated with the implementation of the “child viewing” provision for parents	32

4. Conclusion

33

The most important results emerging from the study

33

The most important recommendations and proposals related to the study

34

Sources and references

36

Arabic References

36

Books and Studies

36

Reports

36

Websites

37

Foreign References

37

1. Background and importance of the study

The security institution in Palestine in general, and the police force in particular, has witnessed many developments in the field of providing services to the public, despite the exceptional circumstances facing the institution and its members due to the Israeli occupation, which hinders the comprehensiveness of Palestinian security work. Not to mention the political division and its negative impact on the work of the security establishment. We cannot ignore the damages caused by the financial deficit that the institutions of the Palestinian National Authority are suffering from, including the scarcity of resources and operational expenses.

Despite acknowledging the development achieved by the security and police forces, this does not mean - in any way - that the security institution has reached the desired level that the Palestinian people aspire to in order to strengthen the tools of their steadfastness against the occupier and the establishment of an independent, democratic Palestinian state. As some reports have indicated a decline in citizens' satisfaction with the security institution in general.

In view of the pivotal role played by the police force as the main interface of the security forces before citizens, and the first protective shield for the security of citizens and the safety of their abilities, the Civil Forum for Promoting Good Governance in the Public Sector chose the police force for this study and its subject. The process of involving the police force in key roles within the Palestinian scene - whether on the security, social, or economic levels - requires that the police force be exposed to the dangers of corruption and professional deviation. Corruption usually tries to sink its teeth into institutions that issue decisions that have a significant impact on the lives and businesses of citizens. Which makes the police force the most vulnerable institution to corruption and a constant target for it.

This study comes within the framework of joint cooperation between the Palestinian Police Service and the Civil Forum, and seeks to monitor the risks that have an effective impact on the quality of services provided by the Police Service to citizens in Palestine, and to develop plans to confront and reverse these risks so that they become opportunities for sustainable development in the field of policing.

Objectives of the study

1. Identifying the risks of corruption in the work of the Judicial Police Department, by determining the course of administrative decisions (establishing legal centers), and then envisioning ways of deviation in these decisions.
2. Assessing the risks of corruption in the activities carried out by the judicial police by determining the level of influence that may result from the occurrence of deviation, and the possibility of deviation occurring in the administrative decision, based on the strengths and weaknesses surrounding the working conditions faced by officers, non-commissioned officers and members of the judicial police.
3. Controlling corruption risks by proposing a package of available and applicable interventions and reforms; To reduce the possibility of deviance occurring or control its negative effects as much as possible, with a focus on interventions aimed at achieving justice for women and men alike.

This study will contribute to supporting the police force and helping it create a fair work environment free of distractions, at both the institutional and individual levels, in a way that serves a higher goal of strengthening the steadfastness of the Palestinian people; to reach its independent, democratic Palestinian state with its capital, Jerusalem.

Study limitations:

- This study targets the procedures followed by the judicial police in implementing judicial rulings issued by the competent courts, and memos issued by the investigation and indictment authorities to bring in defendants and witnesses in criminal cases. However, the implementation of judicial rulings issued by military courts and memos issued by the Military Public Prosecution does not fall within the scope and subject of the study.
- This study does not attempt - in any way - to cover all points of administrative decisions that are taken at the heart of the work of the Judicial Police Department. Not all administrative decisions are equally important, therefore, this document excluded research into administrative decisions of a “revealing” nature, limiting itself to administrative decisions that “establish” legal centers. Administrative decisions of an organizational nature on how to lead and manage human resources within a department or department are also not targeted in this study.
- This study does not attempt - in any way - to cover all points of administrative decisions that are taken at the heart of the work of the Judicial Police Department. Not all administrative decisions are equally important. Therefore, this document excluded research into administrative decisions of a “revealing” nature, limiting itself to administrative decisions that “establish” legal centers. Administrative decisions of an organizational nature on how to lead and manage human resources within a department or department are also not targeted in this study.
- This study is limited to the police force in the West Bank and the occupied Jerusalem district. Therefore, police departments operating in the Gaza Strip are not included in this study.
- This study targets the activities carried out by the judicial police as the main responsible party for their implementation. However, the responsibility for implementing some judicial rulings falls within the jurisdiction of the enforcement departments of the regular courts. The judicial police sometimes have no choice but to provide support and ensure the protection of workers in the enforcement departments from being assaulted by members of the public while carrying out their duties. Therefore, there is no point in mentioning these activities in this study.

Study Approach:

This study follows a set of scientific methods in order to achieve its desired goals. Perhaps the dual analytical approach (inductive approach and deductive approach) represents the most prominent and widely used of these approaches in the study. This study also relied on the use of the descriptive approach, in order to describe the phenomena, events and courses of action followed by the General Administration of Judicial Police. It is also necessary to point out the comparative approach that was harnessed in the study, especially when searching for solutions and interventions, must be followed to reduce the chances of a conditional deviation occurring, or the resulting impact if it occurs.

Scientific tools used in the study

Scientific research tool	A general description of the methods used in the study
Official documents	This study attempts to give the reader a closer picture of the truth, through available sources of information about managing the risks of police corruption. Reports issued by the police, statistical studies, and documents that include job descriptions of police departments form a basis on which the study's outcomes are built. It should be noted that some of these documents are not available to the public, and were collected specifically for this study.
Semi-structured Interviews	<p>The study's editor used bilateral interviews with a number of experts and specialists in police affairs. Interviews can be classified as follows:</p> <ul style="list-style-type: none"> • (5 interviews) were held with a number of police officers working in the Judicial Police Department, or who had previously worked in this department, until the date of preparing this study. • (3 interviews) were held with lawyers specialized in criminal and human rights cases, none of whom had less than (15) years of experience working in the field of law and advocacy. • Two interviews were held with the judicial enforcement departments.

Based on the above, there was an agreement between the National Forum and the Police Service to facilitate the work of the local expert who represents the Aman Foundation and who is responsible for designing and preparing this study. It was agreed that a specialized work team from the police force would participate in preparing the study, but the painful events and the brutal war launched by the Israeli occupation on the Gaza Strip, and the Palestinian cities in the West Bank and occupied Jerusalem, put police officers and members on constant alert during the war. This forced the local expert to resort to bilateral interviews. Experts began their work in September 2023, and the work on the study took approximately (60) working days.

Ethical Issues:

The main objectives of the study are to investigate the risks of police corruption in the judicial police, by predicting the possibility of corruption occurring, and the impact of that occurrence if it takes place. However, the study does not attempt - in any way - to investigate facts about corruption cases that have actually occurred, or collect information about specific people by name or description. The study editor explained this issue clearly to everyone who was interviewed for the purposes of preparing the study, asking them not to mention specific people, hint at their names or job descriptions, or reveal specific actions that could fall within the definition of police corruption crimes during meetings related to the study.

The interviewer also explained to all interviewees the objectives of this study, the party responsible for it, and the international partners supporting it.

In order to ensure that the interviewees would spare no effort in sharing their opinions that would benefit the study, they were offered to keep their names confidential and not to hint at any information that might refer to them in the future. Most of the participants in the interviews are mandated, by virtue of their work, to have direct and continuous contact with the staff working in the judicial police. This makes withholding their names in their interest, and prevents them from experiencing any embarrassment or harm as a result of their contribution to the implementation of this study.

2. The theoretical framework of the risks of corruption in the police force

2.1 Definition of police corruption and its common classifications

Police corruption is considered one of the complex problems that most countries in the world suffer from, both developed and developing alike. The negative effects produced by police corruption may worsen in a way that devastates the state's system of governance¹. For example, many studies confirm the existence of a close connection between the wrongful or aggressive behavior practiced by the security services and police against their citizens, and the reasons behind the emergence of the "Arab Spring" in the Middle East region².

Despite the importance of the issue of police corruption, the Arab region still suffers from a scarcity of legal and social research related to this topic. This may be due to many reasons, including that the police force is viewed in many Arab political systems as part of the military state system, which is characterized by secrecy and nondisclosure. Thus, police officers are prohibited from mingling with journalists and researchers with the aim of revealing how the agency works on the ground, or revealing the essence of institutional culture, including the behaviors that police officers and members transmit from one generation to another.

As for the police force in Palestine, and despite the specificity and national circumstances in which the police force emerged and was established, it, like other police agencies in the world, can be exposed to opportunities for corruption and behavioral abuses by some of its members directly, or because of surrounding influences, although the challenges are different from what we may find in other countries; due to the exceptional circumstances under which judicial officers work in Palestine. Accordingly, this study has no choice but to shed light on the most important factors that contribute to the emergence and spreading of police deviations, with a focus on the Palestinian case in particular, in preparation for delving into the dangers of corruption in the police force.

However, when it comes to defining police corruption, we find that there is a noticeable discrepancy between the jurisprudential opinions of jurists, as well as among researchers in sociology, while some jurisprudential opinions tends to narrow the concept of police corruption, by limiting it to violations that occur during official working hours, or restricting it to those acts that target the individual interest of the perpetrator of the criminal act³. Other jurisprudential opinions extend the scope of the definition to include all acts that constitute a violation of the law or a violation of the orders and instructions issued by the police administration⁴.

For the purposes of preparing this study, police corruption can be defined as⁵: "Every act or failure to perform an act that is contrary to the law or legitimacy and includes the exploitation of a job or public position, whether it aims to achieve individual, collective, or even institutional gains."

1. خبر صحفي بعنوان: "سوريا: قوات الأمن تستهدف موكباً لتشجيع قتيلي مظاهرات الجمعة" عربي، 19 آذار/2011.

http://www.bbc.com/arabic/middleeast/2011/03/110319_syria_funeral_police.shtml

2 الجبوري، صالح. جذور الاستبداد والربيع العربي. عمان: المنهل. 2014. صفحة 189.

3. Sherman, L. W. Scandal and Reform: Controlling Police Corruption, Berkeley, Los Angeles, and London: University of California Press.1978. Page 30 .

Dempsey, J.S, Forst, L.S. An Introduction to Policing. Cengage Learning. 2015. Page 235.

4. Wood Commission Report, 1996, Page 32.

5. المشرع الفلسطيني لم يعرّف الفساد، وإنما حدد أفعال الجريمة التي يمكن اعتبارها جريمة فساد، وذلك وفقاً للمنهج الوارد في اتفاقية الأمم المتحدة لمكافحة الفساد (UNCAC).

Here, by violating legality, we mean any violation of the requirements of achieving justice and fairness, even if the act itself does not include a clear violation of the law. As for the purpose, this proposed definition goes beyond the traditional idea of the concept of corruption, which is to achieve tangible material gain. Police officers may resort to providing support to a partisan political group, or to commit acts that rise to the level of a crime, such as concealing evidence or providing false testimony, with the aim of protecting the reputation of the police institution, without resulting in any individual gain.

In an attempt to understand the reasons behind police corruption, many jurists and investigators specialized in this field have presented a set of theories through which we can explain the reason for the spread of this phenomenon in the police institution. They can be summarized as follows: (1) individual factors, (2) cultural factors, (3) and factors related to the nature of police work.

Perhaps it is wise in this study to focus on the specificity of the police culture in Palestine, and its impact on the spread of some corruption phenomena. Perhaps the exceptional political circumstances that the Palestinian issue is going through, and the unusual way in which the police agency was established, have cast a shadow on the culture among the police and its officers. The police culture is considered a combination of three generations of officers who have worked together for more than fifteen years: the generation of veterans (guerrillas), the generation of officers liberated from Israeli prisons, and the third generation of officers who graduated from specialized police colleges and institutes⁶.

It should be noted here that each generation is distinguished by its own beliefs and vision regarding the institution's security doctrine and the approach that it believes is correct to follow to achieve the desired goals. Also, the subculture of each generation has bright sides, as well as its drawbacks and defects, as we find that the influence of the institutional culture weakens or strengthens from one generation to the next. Unlike the officers of the first and second generations, perhaps the third generation of officers is the most influenced and amenable to the collective mind. They are more assertive towards officers who violate these rules, as the officer often seeks to cover up the violations committed by his colleagues at work, and refrain from informing them, which is known as "Police Solidarity"⁷. Many third generation officers also tend to lose confidence in the criminal justice system in Palestine; Due to his knowledge of many violations and defects in the Palestinian judicial system⁸. This may require police officers to achieve "field justice," meaning that the policeman puts himself in the place of the judge, and punishes whomever he deems worthy of punishment, through physical or moral violence, such as police officers slapping or punching those accused of sexually harassing passerby women, or those accused of resisting security personnel, which is known internationally as "Backstage Punishments"⁹.

It must be noted that the nature of police work may itself be a driver of corruption, as officers in the field are usually assigned tasks that cover a wide or densely populated geographical area. This makes monitoring the actions of police officers not an easy task¹⁰. The practical nature of police work gives police officers a wide range of discretion and freedom of action, and they may be misused for personal gain. Administrative control authorities are characterized by flexibility in a way that makes it

6. Rabia, F.H. Police Corruption in Palestine: Challenges and Remedies. PhD Thesis. Sydney: University of New South Wales. 2017.

7. Rabia, Fadi: 2018. Police Corruption in Palestine: Challenges and Remedies. PhD Thesis, University of New South Wales. file:///C:/Users/HP/Desktop/public%20version.pdf

8. Previous Reference.

9. Tony Coady. Violence and Police Culture. Melbourne University Publish, 2000. Page 89.

10. Dixon, D. A Culture of Corruption: Changing an Australian Police Service. Sydney: Hawkins Press, 1999.

difficult to establish precise work procedures that cover all situations and scenarios that a policeman may encounter while performing his duties. This makes the discretionary powers of police officers difficult to codify in written legal texts.

2.2 Governing standards for managing corruption risks in the field of police work

Corruption risk management represents a set of procedures that include analyzing the risks associated with the occurrence of corruption within an institution, and evaluating these risks in order to deal with them, by designing interventions and proposals to prevent the occurrence of corruption, or reduce its effects¹¹. This can be achieved by passing through three main stages:

The first step is to define the decision tree that affects the functioning of the targeted sector in the police force, and to determine the body responsible for issuing decisions of the nature of establishing legal centers. Then try to predict the forms of administrative decision deviation.

Predicting the forms of deviation may be derived from what the institution has faced in terms of corruption cases that have already occurred in the past, and the purpose of this research may be to predict its occurrence, at least theoretically, in the future, meaning that it is not necessary that it have actually occurred. It is enough for logic to impose the possibility of its occurrence in the future, to be included in the assessment of corruption risks.

The second step is to assess corruption risks based on the course of action and the administrative decision tree that was drawn in the previous step. Work is scheduled to be conducted to determine the level of probability that the deviant decision can be made in the future, along with an attempt to evaluate the negative impact that the deviant decision may produce if it occurs. It should be noted here that analyzing the probability of a deviant decision occurring depends on analyzing the motives that increase the probability of it occurring, and in return evaluating the controls that make the occurrence of deviation in the administrative decision unlikely¹².

The third step of corruption risk management focuses on studying the options available to the police institution, to abort corruption before it occurs, or trying to mitigate its negative effects if it is impossible, to prevent it from occurring. Providing the necessary proposals and interventions entails working to accurately identify the party responsible for implementation and the relevant partners. These steps have become globally recognized after being applied by many countries of the world, both developing and developed¹³.

11 OECD, 2020. OECD Public Integrity Handbook. OECD Publishing.

12 Palestinian Academy for the Promotion of Integrity, 2020: Guide for managing corruption risks in Palestinian public sector institutions. Page (17).

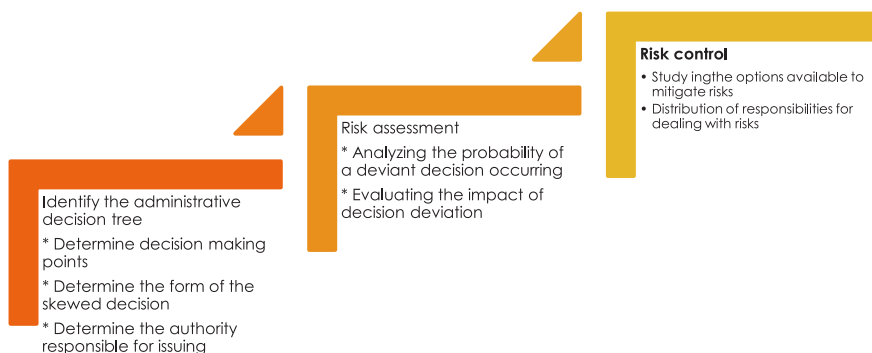
file:///C:/Users/HP/Desktop/book-10346-cat-8-d-06-05-20.pdf

file:///C:/Users/HP/Desktop/book-10346-cat-8-d-06-05-20.pdf

13. National Anti-Corruption Authority, 2018. Risk assessment mechanism in the National Anti-Corruption Authority. Riyadh. www.nazaha.gov.sa

-See also: united nations Global Compact, 2013. A Guide for Anti-Corruption Risk Assessment. New York Available:

at:http://www.copadvanced.org/sites/default/files/docs/RESSOURCES/Lutte_contre_la_corruption/AGuideforAntiCorruptionRiskAssessment.pdf



The recommendations and interventions proposed in this study revolve around two main ideas: the first is to reduce the benefit that the corrupt decision maker can obtain if he deviates in his administrative decision, and the second is to increase the dangers that the corrupt person will face when he follows the path of corruption. Here, it must be noted that this strategy is inspired by the theory of “Situational Preventive Techniques,” which was developed by many institutions and scholars specialized in combating corruption¹⁴.

The police exist to serve the people, protect society, and maintain security, public order, and public morals. Based on this, implementing judicial rulings and ensuring that defendants appear before the judiciary represents one of the most important images that reflect the effectiveness and prestige of the state. Protecting society and maintaining security cannot be achieved if the state and its executive arms fail to impose the law and bring the accused and convicts to the courthouse, to settle disputes and realize rights. Hence the prominent role of the judicial police in contributing to the success of the criminal justice system in general, and the police force in particular.

3. Diagnosing and evaluating corruption risks surrounding the work of the judicial police

3.1 Organizational structure of the judicial police administration

The General Administration of the Judicial Police is considered one of the most important departments of the police force. The Judicial Police is responsible for implementing judicial rulings and ensuring that defendants appear before the courts and the investigation and indictment authorities alike. Judicial police personnel perform their duties in direct coordination with members of the Public Prosecution and courts of various types and levels. However, the administration sends its reports, and is administratively and operationally subject to the Director General of the Police Service, who in turn reports to the Minister of the Interior. It must be mentioned here that the judicial police in Palestine does not belong - in any way - to the judicial authority, and does not work under the command of the Ministry of Justice as is the case in other countries.

The reader must also be reminded of the necessity of distinguishing between the judicial police administration on the one hand, and the judicial control authority on the other hand. Those working in the Judicial Police Department - like other police officers and non-commissioned officers - have the status of general judicial officers. Some employees of the executive authority also have the status of

14. EDE, A., HOMEL, R. & PRENZLER, T. 2002. Situational Corruption Prevention. In: PRENZLER, T. & RANSLEY, J. (eds.) Police Reform: Building Integrity. Annandale, NSW: Hawkins Press.

special judicial officers, in accordance with the provisions of the law. The status of judicial officers represents a procedural authority that gives its holder the power of law to track down crimes (or some of them), searching and investigating their perpetrators, and seizing evidence and traces that the perpetrator might leave behind at the crime scene, not to mention exceptional powers that grant broader authority to police officers and non-commissioned officers to arrest suspects and search private places, in the circumstances specified in the law¹⁵. However, the Judicial Police is one of (41) general departments in the police force, which was created to accomplish specific tasks related to the implementation of judicial rulings and ensuring that defendants appear before the judiciary, which contributes to the success of police work and the achievement of public order with its various components.

The General Administration of the Judicial Police carries out the tasks assigned to it in accordance with what is specified by law. Resolution Law No. (23) of 2017 and its amendments represent the framework regulating police work, including the Judicial Police Department. The decision to form the administration came at the direction of a council of ministers, in accordance with the provisions of Resolution No. (99) of 2005 “concerning the establishment of a judicial police force.” Article Two of the decision specified the functions assigned to the judicial police as follows:

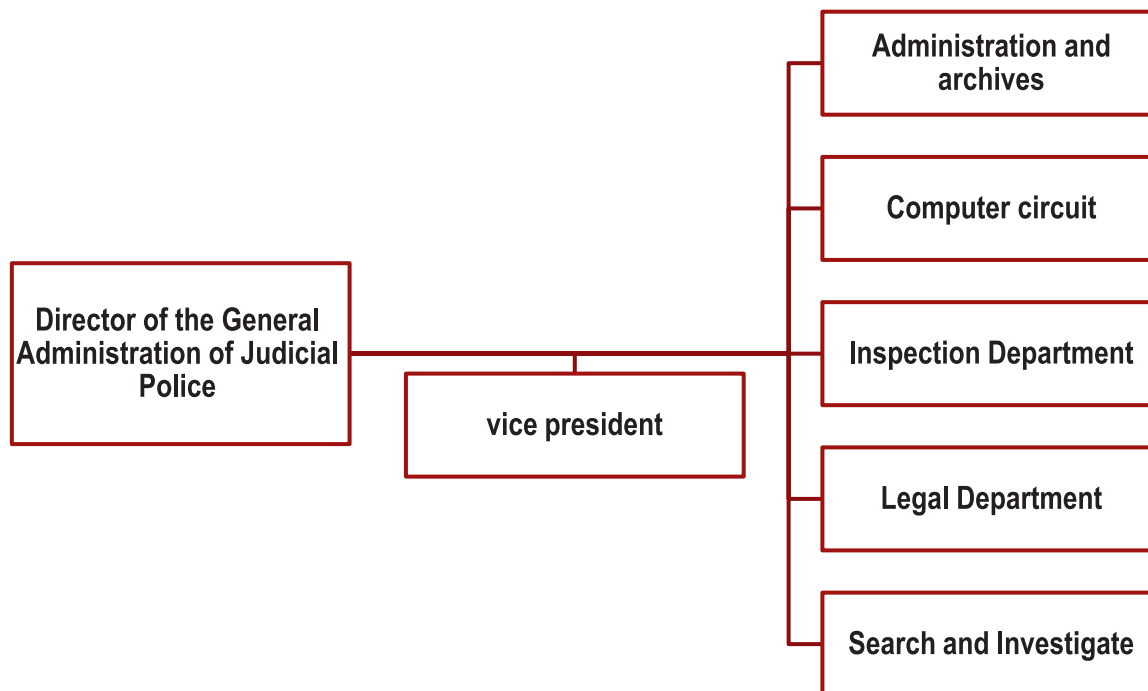
1. Implementing final court decisions and Public Prosecution decisions.
2. Protecting the buildings of the courts, judges, public prosecutors, and their workers.
3. Transferring detainees and convicts, and protecting them.
4. Organizing memos issued by the court for witnesses and for defendants to attend the sessions.
5. Conducting legal notifications.

However, in practice, the Judicial Police Department does not carry out those functions mentioned in the Council of Ministers’ decision, and no work has been done to implement the decision with all its legal provisions. In fact, the organizational structure of the police previously included a police department called the “Enforcement Department,” and despite the issuance of a decision¹⁶, after the issuance of the Council of Ministers’ decision in 2005, the General Administration of the Judicial Police replaced the Enforcement Department. The department received a new name and all the Enforcement Department staff and their offices were transferred to the Judicial Police Department. Since then, and until the date of preparing this study, the Judicial Police Department has been carrying out the implementation of final court decisions and Public Prosecution decisions, in addition to conducting legal notifications for witnesses and defendants to appear before the competent judicial authorities. As for the protection of the courts and the Public Prosecution, and the transfer and protection of detainees and convicts, it is still carried out by other police departments, including the Guards Department and the Special Police Department. These powers have not been attached to the Judicial Police Department until the date of preparing this study.

The General Administration of the Judicial Police has eleven branches, distributed across the governorates of the West Bank and Jerusalem. The organizational structure of the Public Administration includes five departments, linked organizationally to the Director of the General Administration of the Judicial Police, who in turn reports to the Assistant Director General of the Police for Criminal Investigation.

15 Jihad Al-Kiswani, 2019: Criminal procedures in legislation, jurisprudence, and jurisprudence. Adam Press. Palestine. Page (63).

16 For more information, please see the Palestinian Police Service website: <https://www.palpolice.ps/specialized-departments>



The branches of the Judicial Police Department in each governorate include departments that largely mimic those departments of the General Department of Judicial Police, with the exception of the Legal Department and the Inspection Department. They are centralized by the nature of their activities, and their scope of work covers all branches of the judicial police. In order to identify and evaluate the risks of corruption in the Judicial Police Department, it requires working to define the work procedures for the Judicial Police Department, and identifying the administrative decision tree and administrative decision points that establish the legal centres (First Section)¹⁷, while the second section is devoted to assessing the risks of corruption in the administration, by analysing the possibility of deviation occurring in the administrative decision and the consequences resulting from that deviation if it occurs. As for the third section, it will be devoted to examining available interventions in order to avert risks, or at least mitigate their negative effects as much as possible.

However, it must be noted that the focus of this study is primarily on the activities carried out by employees of the judicial police branches distributed across the governorates of the West Bank and occupied Jerusalem. However, the research into the details of the work of the General Administration of the Judicial Police (the central administration), in terms of decisions regarding administrative and logistical organization, will be beyond the scope of this study, as workers in the various branches are the ones who have the most contact with citizens and institutions in the field, which necessarily entails a high risk of deviation in police work in those branches.

3.2 Work flow map of the judicial police

Perhaps the application of judicial rulings and judicial orders issued by the judicial authority and the implementation of what is issued by civil and criminal courts, Sharia courts, and the Public Prosecution Service, represent the most prominent features of the work of the judicial police. It may be true to say that most of the work of the judicial police is not focused on preventing the crime from

¹⁷ What is meant by the administrative decision establishing a legal status is that decision whose issuance or non-issuance results in the creation, modification or cancellation of a specific legal status, affecting individuals or institutions, and thus it differs from the revealing administrative decision that does not create a new situation or affect it. Its role is limited to proving this condition or revealing its existence. Kamal Al-Gohary, 2010.

occurring directly, as much as it focuses on dealing with the consequences of the crime after it occurs, through implementing judicial rulings against its perpetrators, or referring defendants in criminal cases to the competent judicial authorities. However, this study does not attempt - in any way - to say that the judicial police do not contribute to the preventive role of the police. Fighting crime through implementing judicial rulings and ensuring the proper functioning of the criminal justice system contributes to achieving general deterrence, especially since the penal policy in general is based in its design of criminal punishment on respecting two important characteristics of the punishment: “certainty of the punishment” and “speed of implementing the punishment,”¹⁸ which makes the implementation of criminal penalties, which the judicial police contribute to, a way to prevent the occurrence of crime in the future, or mitigate its spread, or prevent its perpetrators from escaping punishment.

Based on this, it is possible to draw a map of the work flow of the judicial police, with a precise definition of the tasks assigned to it, and linking them to the activities that the police officers working there carry out periodically.

3.2.1 Implementing judicial memorandums issued by regular courts in human rights disputes

The course of administrative decisions taken regarding the implementation of human rights judicial rulings can be summarized as follows:

- When a final (enforceable) judicial ruling is issued by one of the regular courts regarding a human rights issue, the judicial ruling is referred to the Enforcement Department headed by an enforcement judge assigned by the Supreme Judicial Council for this purpose. The enforcement judge issues a judicial order and refers it to the enforcement officer who assists him and works under his direct supervision.¹⁹
- It must be noted here that the execution judge is competent to decide all disputes and implementation problems, cancel and release the seizure on the debtors funds, and sell the seized funds. The person implementing it may ask the judicial police to assist in this, in order to protect him in the field and ensure that he is not subjected to assault. In this way, the tasks of the judicial police are closer to guarding and supporting than to making detailed decisions that may be vulnerable to corruption or police deviation.
- However, if the decision issued by the execution judge is to arrest and imprison the person against whom the execution was carried out, the judge sends the decision to the judicial execution officer at the court, who in turn organizes a file (table) with the names of those sentenced to imprisonment, and begins entering the names into a computerized (electronic) program, It includes the judicial decisions that must be implemented, and all the details related to the names of those executed against them, their ID numbers, and their residence addresses.
- It must be noted in this regard that the computerized (electronic) program is directly and permanently linked with the sub-departments of the Judicial Police. In other words, once the enforcement officer enters the data on the computerized device in the court, the enforcement officer of the police in the governorate in which the court is located can view the names targeted for execution.

¹⁸ Mahmoud Najib Hosni, 1998: Explanation of the Lebanese Penal Code, General Section, Volume Two, 3rd Edition, Beirut, Al-Halabi Legal Publications. Page 1192.

¹⁹ Provisions of Article (1) of Implementation Law No. (23) of 2005.

- However, the electronic link between the regular courts and the judicial police branches does not preclude the need to transmit enforceable court decisions to the police via paper mail. The adoption of paper copies is still a crucial issue, as they - until the date of preparing this study - cannot be replaced by “digital” copies. “; Due to legal obstacles that require the legislator to intervene by amending the provisions of the law, especially the Implementation Law and the Palestinian Code of Criminal Procedure; Which entails that the court employee working in the enforcement department brings the judicial execution files, accompanied by a table containing the targeted names, to the judicial police branch.
- The administration/computer officer who works in the Judicial Police Branch signs the receipt of the paper file from the court execution officer, matches it with the electronic file shown on the computerized execution program, and presses the “Approve” button once the match is achieved, which then allows the names of those executed against them to be published on the computers of the judicial police throughout the country. It should also be noted that this also means publishing the names on the computers of all police departments working in the field, such as the General Investigation Department, the Narcotics Control Department, the Criminal Investigation Department, the Judicial Police Department, and the Traffic Department.
- The director of the Judicial Police Branch distributes tasks among his officers working in the field, and the branch director usually divides the governorate into geographical areas (sectors), or distributes tasks among his officers on the basis of the main and subsidiary roads affiliated with it, and the lists of perpetrators are distributed against them according to their places of residence, work, or presence.
- Every field officer entrusted with the tasks of arresting the perpetrator conducts foot or mobile patrols, which may take up fixed or mobile (temporary) locations. The field officer may decide to raid a public or private place in which he believes there are “wanted persons.” The field officer can also contact the targeted person or one of his relatives or family members and request that the targeted person appear in court immediately or in the morning of the next day.
- When the perpetrator is arrested, the judicial police officer searches the person and the luggage or bags he is carrying, then delivers him to the nearest correctional and rehabilitation center (if that is available during the times allowed for new inmates to enter the center), or take him immediately to the nearest place of arrest. The competent court will be contacted on the day following his arrest.
- It must be noted that judicial rulings issued for imprisonment as a result of a human rights dispute must be subject to renewal every (6) months. If the defense lawyer does not renew the execution request against the person being executed against him after the period has passed, the judicial ruling on the computers of the court’s enforcement department becomes “suspended.” This means that if it is not executed by the Judicial Police, the Judicial Enforcement Department will not send any official communications urging the Judicial Police to implement it as long as the file is marked as “pending” on the electronic system.

3.2.2 Implementing judicial rulings imposing custodial sentences against those convicted of penal sentences

Judicial warrants issued for imprisonment or detention against a person convicted of a criminal case (punishment of deprivation of liberty) take a path similar to the path followed by imprisoning a person convicted of financial (human rights) claims, but with a somewhat slight difference that can be explained as below:

- When a final judicial ruling (which must be implemented) is issued by one of the criminal courts, whether it is the Magistrate Court²⁰ (a prison sentence), or the court of first instance (a prison sentence), the judicial ruling is referred to the Public Prosecution located in the same jurisdiction as the court issuing the criminal ruling.
- This entails the Public Prosecution addressing the Public Prosecution Registry employee, who in turn prepares lists of the judicial rulings imprisoning or detaining the convict, and sends them to the judicial police.
- The judicial police administration/computer officer receives the lists of criminal judicial rulings that must be implemented, and compares them with the electronic lists available to him and issued by the Public Prosecution office. In the event of a match, he presses the “Agree” button, which allows the names of all those “wanted” by criminal justice to be published electronically among the relevant police departments.
- The process of searching, investigating, and implementing judicial rulings issued by the criminal courts by the ranks of the judicial police does not differ from what was previously explained in detail regarding the implementation of judicial rulings issued for imprisonment as a result of financial (legal) claims. Rather, it should be noted that the lists are usually mixed with a unified list that is followed up by field officers as described above.
- This study believes that it is necessary to shed light on the role of the Crossings and Borders Administration in implementing judicial rulings depriving of freedom. The electronic link between the Public Prosecution Office on the one hand, and the Judicial Police on the other hand, would make it possible to publish the names of all those sentenced to sentences of deprivation of freedom. The relevant police departments, especially the crossings and borders administration; make this administration play an important role in implementing judicial rulings depriving of liberty. As soon as the traveler hands over his passport to the crossings and borders officer, the latter enters his data on his computer, which allows him to know whether this traveler is wanted by the judicial police, based on a judicial warrant imposing a deprivation of liberty penalty (whether issued by regular human rights or criminal courts), which entails that he be detained immediately, and that the judicial police be informed to hand him over and refer him to the nearest correctional and rehabilitation center, or place of detention.

²⁰ The criminal ruling issued by the Magistrate Court to imprison the convict is not a final ruling that must be implemented unless the deadlines for appealing or objecting to the ruling have passed without a request for appeal or objection being submitted by the accused. This is in accordance with the provisions of Article (314) and (323) of the Criminal Procedure Law No. (3) of 2001 and its amendments.

3.2.3 Implementing subpoenas issued by the Public Prosecution for the purposes of criminal proceedings

This procedure differs in its predecessor in that subpoena orders are issued by the Public Prosecution, based on a criminal investigative file in its possession, or according to judicial orders issued by the competent criminal courts, with a criminal case pending before it. Thus, subpoenas target two types of people: either an accused, or a witness in a criminal case.

The procedure followed to implement these memorandums is as follows:

- The Public Prosecutor issues judicial warrants to bring defendants or witnesses to appear before him; in order to complete a criminal investigation into a felony or misdemeanor (initial investigation stage), or upon the request of the competent criminal court to appear before it during the trial stage (final investigation). The prosecutor sends these memos to the Public Prosecution office.
- The Public Prosecution office prepares the memos in organized lists and sends them (via paper mail) to the judicial police. For immediate implementation, the administration/computer officer at the judicial police receives it and signs the paper mail receipt.
- The administration officer in the judicial police begins by entering the names into the lists on the electronic program, in order to disseminate them among the relevant police departments, and submits the paper lists to the director of the judicial police branch.
- The Director of the Judicial Police Branch distributes tasks among officers working in the field. In this regard, it must be noted that there are no unified working methods among the branches spread across the country's governorates. Some may tend to distribute officers working in the field into sectors/regions, with each officer covering a specific location, street, or area, searching for those "wanted" by justice. While others may consider distributing tasks among officers working in the field, according to the types of judicial memorandums, such as making a distinction between judicial memorandums related to human rights judicial rulings and those whose subject matter are criminal lawsuits. The division of judicial warrants is based on the expectation of "the criminal danger inherent in the person against whom the execution is carried out." It may be true to say here that determining priorities in implementing judicial rulings is usually a matter left to the director of the branch or officers working in the field, without ignoring the fact that the General Administration of the Judicial Police also imposes its priorities in implementing some judicial warrants, for a reason it deems appropriate, or criminal or security confusion that it predicts will occur.

3.2.4 Implementing legitimate judicial rulings

3.2.4.1 Implementing subpoenas and judicial rulings issued by Sharia courts

The procedures followed in implementing judicial rulings issued by Sharia courts do not differ from the procedures for implementing subpoenas against defendants and judicial rulings issued against criminally convicted persons, except in the method of communication and contact between Sharia courts and the judicial police. They are as follows:

- Sharia courts send subpoenas or judicial rulings to the Sharia Enforcement Department, which organizes lists (tables) that include the names of those executed against them, and the subject of the Sharia lawsuits.

- The Sharia Enforcement Department sends the list of those executed against them and their files to the branches of the judicial police, each according to its spatial jurisdiction. However, it must be noted that there is no electronic link system between the Sharia courts and the judicial police. The files are transferred in paper form, and the judicial police officer is asked to sign the receipt of the attached files and schedules.
- However, through interviews conducted with a number of police officers and employees of the Sharia Courts administration, the exchange of schedules for the person executed against them is sometimes done through messages sent through the (What's Up) application.
- The judicial police officer intends to circulate the names of those perpetrated against them, by including them in the computerized system of the judicial police. This allows names to be disseminated among relevant police departments.

3.2.4.2 Implementation of judicial rulings on “viewing and seeing children”

Reality results in many merchants such as divorced father and mother end up in an impasse regarding the management of their children's affairs, and the competent judiciary is forced to intervene by issuing a judicial ruling in favor of either spouse for custody of the children, while maintaining the right of the other spouse to watch and see the children. Viewing differs from hosting in that the latter gives the husband the right to request that the child stay or spend the night in his home for a day or more, while viewing gives several hours for the other party to see the child.

When the divorced parties do not agree on a suitable place to carry out the viewing ruling due to the lack of trust between them, the viewing takes place in the Judicial Police Department branch. Here, a divorced woman, for example, may be forced to bring her children to the judicial police branch, and sometimes stay there for hours, until the father arrives, or the other way around.

If the party granted custody of the child does not bring the child to the judicial police, officers working in the field are forced to force him to do so, by bringing the child to the police station to implement the judicial ruling in this regard.

It is worth noting that the Judicial Police Department is not prepared to deal with hosting children in its offices. Although this issue is not related to the fight against corruption, this study seizes the opportunity to highlight the necessity of respecting children's rights, by creating all material and moral conditions, to alleviate the burden of the viewing sentence on children who suffer primarily from the issue of division and hostility between their parents who are separated from the family.

It is not unreasonable to expect that the course of administrative decisions will be marred by a flaw or deviation that leads to results that harm the public interest and do not achieve the goals of legislation. It is not possible to combat that deviation unless its forms and the way it penetrates the course of work are predicted. Therefore, this study attempts to transform the previously mentioned courses of action into management decision points, to analyze it, and diagnose the possibility of deviation and its impact, if it occurs.

3.3 Assessing the risks of corruption in the judicial police

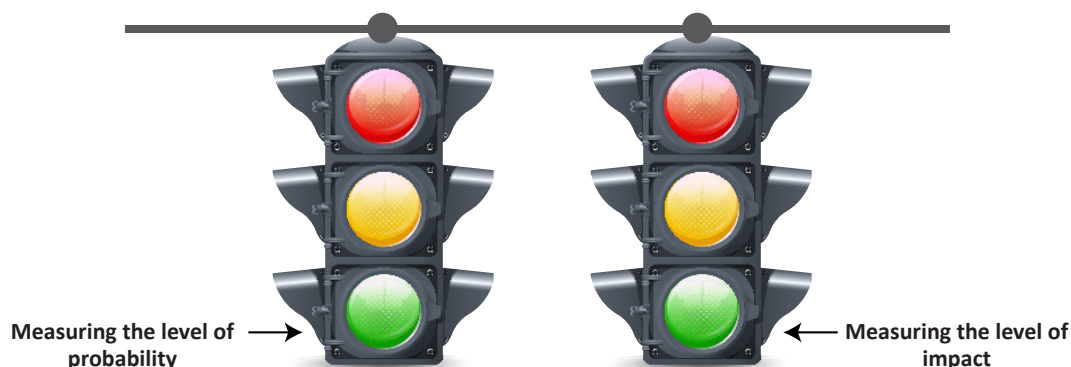
Assessing the risks of corruption in the work of the judicial police requires identifying the forms of deviation in the administrative decision, based on the work flow map in the administration, followed by working on analyzing the possibility of the deviation occurring, and then evaluating the impact of that deviation, if it occurs.

3.3.1 Administrative decisions related to the implementation of detention orders resulting from human rights disputes

Decision point (1): Electronic approval of the schedule containing the names of the persons against whom enforcement must be carried out

It is possible to predict a deviation in the administrative decision in which the police officer who receives the paper mail from the court enforcement officer deliberately postpones the electronic approval of the schedule containing the names of the persons against whom execution must be carried out. So that he can alert any of the enforcers against them for personal reasons. However, the possibility of this deviation occurring is very small, as the officer who works on the computer or the administration is subject to the control and direct supervision of his manager, and he cannot postpone electronic approval or fail to approve the schedule electronically for more than a maximum of (48) hours. However, this period may be sufficient for the perpetrator to leave the country before his name is circulated on the computers of the Palestinian crossings and bridges administration.

It must also be noted that the impact of the deviation remains within the scope of slight influence. Because the postponement does not exceed (24-48) hours, the perpetrators are often aware of (or expect) that court rulings of imprisonment will be issued against them, as these rulings are due to their refusal to pay debts due in human rights lawsuits.



Decision Point No. (2): Refraining or failing to implement detention orders against those executed against them

This study above indicated that the Director of the Judicial Police Branch instructed his officers in the field to undertake the tasks of arresting and bringing those sentenced to detention. Each officer responsible for a “sector or region” deliberately conducted the necessary investigations to find out their whereabouts, and moved without delay or postponement to bring them, even by coercion and force, if necessary, transferring them immediately to places of detention or correctional and rehabilitation centers.

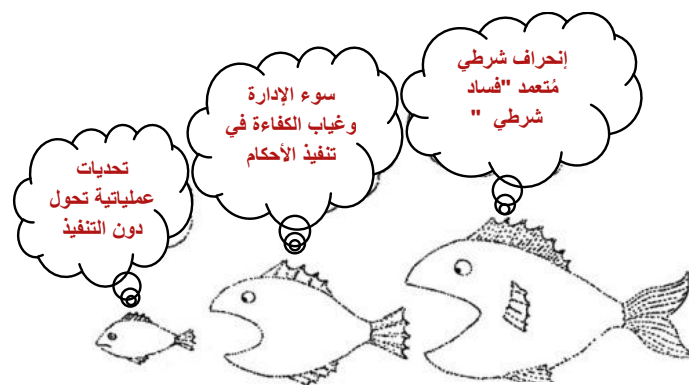
However, it is possible to predict a deviation in the administrative decision in the form of an officer in the field not implementing subpoena orders against a person sentenced to imprisonment, by turning a blind eye and ignoring it, for a crime of material or moral loss, or for harming others, if the officer has a personal, material or moral gain. Neglect can be for a long or short period of time. Some believe that ignoring this may allow the convict to put pressure on his creditors, especially when they reach the conviction that “the path of the judiciary and the law” is not fruitful. Which prompts them to give up some of their financial rights and make a deal with the executor against them.

Deviation in the implementation of judicial police duties may be motivated by a friendship between the officer in the field and the convict, or it may be in exchange for the officer blackmailing the perpetrator against her (if she is a female). A deal may be concluded that the executor buys some time against him; and he is given the opportunity to leave the country.

This study believes that the probability of conditional deviation occurring in this issue is very high. This is for several reasons. First, financial and other types of temptations to which officers working in the judicial police may be exposed are very high. Judicial rulings to imprison the creditor may be due to large sums of money, while the salaries of officers working in the police force (especially the lower and middle military ranks) are considered limited, and barely touch the minimum limits of living obligations at the present time. Not to mention the irregularity of government salaries, as a result of the volatile political and security conditions that occupied Palestine has been going through for more than a decade.

Also, the nature of the decisions taken by the officer in the field is characterized by a somewhat broad discretionary power, and it is known that the wider the scope of the employee’s discretionary power, the more difficult it is to achieve strict control over it, especially since the judicial decisions that must be implemented are steadily and unprecedentedly increasing.

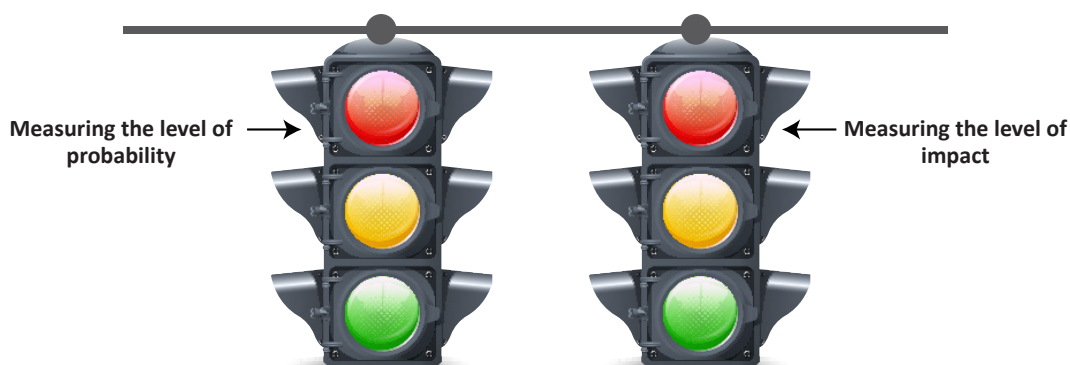
The reader must not lose sight of the difficulty of distinguishing between three hypotheses that intertwine together, making it difficult to arrive at a definitive truth in most cases:



Operational challenges and limited staff in most judicial police branches hinder the implementation of all judicial rulings. Some may argue that the administrative systems within which police personnel work need to be developed. However, at the same time, it cannot be ruled out that corruption has penetrated the souls of some people and cast its shadow, thus contributing to exacerbating the issue of the accumulation of unimplemented judicial rulings by the judicial police.

It may be true to say that the emergence of challenges associated with weak police capabilities and the complexity of the field scene, in light of the complex security conditions in Palestine, makes the possibility of the aforementioned police deviation very high.

As for the impact of the conditional deviation, if it occurs, God forbid, it is expected to be relatively high. This is because of the doubt in the public’s minds that the state has become weak and unable to implement judicial rulings would severely shake the pillars of criminal justice and its institutions. Here, the reader can predict the extent of the harm that may be caused by citizens’ perception that the perpetrators against them can resort to illegal means to escape the guillotine of the judiciary and justice.



Decision Point No. (3): The timing of judicial rulings issued for imprisonment and the means of implementing them

This study above showed that judicial police officers working in the field have discretionary authority in choosing the time and plan for bringing in those sentenced to detention. Here, it must be noted that the execution warrant (imprisonment) provides judicial police officers with the legal authority to search the homes in which convicts live, without the need for a search warrant. However, if information is received that the convict is in a house or another place (a private place), the police officer must resort to the Public Prosecution to obtain special and specific permission to search the targeted place.

The authority entering the home of a person sentenced to imprisonment and searching it is a matter for the discretion of judicial police officers. They have the authority to choose the time they believe the convict will be present. Police officers often resort to searches when they receive “reliable” information, or sufficient evidence, that builds a reasonable impression that the search operation will achieve its desired goal. However, it is possible to predict a deviation in the administrative decision if the officer working in the judicial police deliberately enters the house and searches it, knowing in advance that the person being executed against him is not present in the house. This is to achieve other goals, which include putting pressure on the convict’s family, or causing them embarrassment and degrading them in front of their neighbors and those living in the neighborhood or area.

Although it is conceivable that the aforementioned conditional deviation will occur, the probability of its occurrence is usually somewhat limited. Searching a home may sometimes require the assistance and help of a police support force, or at least the presence of several members of the judicial police staff. This necessarily entails that the officer in the field gives his direct manager logical justifications that prompt him to approve the raid. As for the impact that deviation may have, it can be described as relatively small due to the narrow scope of harm and the limited impact on the course of criminal justice investigation.

Decision point No. (4): Referring the person against whom the execution was carried out to places of detention

The decision to hand over a person sentenced to detention to a place designated for detention or to carry out a custodial sentence is considered a pivotal issue in the course of the work of the judicial police. Tampering with this issue is equivalent to aborting the work of the regular judiciary and undermining the public's confidence in state institutions, especially the police force.

It is possible to predict the deviation in the judicial police officer conspiring with both the director of the detention center and the arrested person, for reasons related to personal material or moral gains. The conspiracy (at least theoretically possible) revolves around the judicial police officer delivering the arrested person to the place of detention, rather than to the correctional and rehabilitation centre. In view of the complex security reasons in the country as a result of the continuous invasion of the Palestinian territories by the Israeli occupation forces, and the overcrowding of some correctional and rehabilitation centers with inmates. Such circumstances require that sentences of deprivation of liberty, or part of them, be carried out in places of detention, rather than in correctional and rehabilitation centers, which often make the perception of carrying out these procedures justified and logical.

But the deviation lies in the judicial police officer deliberately transporting the arrested person to the place of arrest in one of the police stations, and then it is the role of the partner (the director of the detention center) to release the person against whom the execution was carried out, even without the need to bring him into the station. As soon as the judicial police officer obtains the signature of the director of the detention center that he receives the person executed against him, he sends a memorandum to that effect to his direct manager, and a sign stating "Stop prosecution" is placed on the computers of the police and the competent courts. Which leads to an end to the judicial police's follow-up of the detention order issued against the person against whom it was executed.

The "conspiracy" may become difficult to detect if the perpetrator's opponents are out of the country, or live in a geographical area far from his place of residence. It must be noted that detention centers are not practically subject to the oversight of the Public Prosecution or judges, unlike correctional and rehabilitation centers that have effective internal and external oversight. New inmates do not enter or leave correctional and rehabilitation centers except on the basis of judicial warrants which are carefully inspected. Not to mention the conduct of periodic inspection visits to both the Public Prosecution and the judges of the courts of first instance and appeals to those centers, in accordance with the legal powers granted to them in this regard²¹. Although these powers also entitle them to visit and inspect places of detention²², the practical reality indicates a reluctance to do so, and their inspection is limited to correctional and rehabilitation centers only.

Some may argue that police deviation in this matter can be predicted to have occurred through an agreement between the director of the detention center and the arrested person, without the need to involve/inform the judicial police officer about it. This argument is not flawed, but the judicial police officer's decision to refer the perpetrator to a detention center instead of a correction and rehabilitation center may play an important role in realizing the aforementioned police deviation scenario.

It must be noted that the probability of the aforementioned scenario occurring is somewhat small, for

²¹ Provisions of Article (126) of the Criminal Procedure Law No. (3) of 2001 and its amendments.

²² Mustafa Abdel Baqi, 2015: Explanation of the Palestinian Code of Criminal Procedure, Birzeit University. Page (126).

several reasons. First of all, the risk that police officers may take is very high. Because the possibility of the person being executed against having his loved ones know about it and see him by chance remains high, and the possibility of the person being executed against falling into the hands of police officers as a result of a fight with a person, or committing a traffic violation is an expected matter. Not to mention that exposing police officers is an easy matter for investigation committees once they begin their work. The reader must not forget that the conspiracy of several police officers working in different departments is fraught with danger. The hour may come when the director of the detention center is forced to refer all those sentenced to deprivation of liberty to the correctional and rehabilitation center, the place where they are supposed to be in the first place, and the person against whom the execution is carried out refuses to surrender himself voluntarily, thus increasing the possibility of police deviance being revealed.

The perpetrator of deviance usually tends to avoid carrying out his goals, if doing so entails a high risk, in accordance with the theory of the “rational choice of the criminal” popular in criminology and punishment²³, which entails that the probability of the aforementioned conditional deviation occurring is assessed as relatively small. However, the impact of the deviation once it is achieved represents a very high degree, because the state’s failure to implement judicial rulings due to the penetration of corrupt activities strikes the criminal justice system to death, and undermines public confidence in it.

3.3.2 Administrative decisions related to the implementation of custodial penalties in criminal cases

The analysis and evaluation of the points of administrative decisions issued regarding the implementation of judicial rulings to imprison those executed against them, due to financial (human rights) claims, also applies to those judicial rulings issued to imprison or jail those convicted in criminal cases. In order for this study not to fall into the trap of repetition, excess, and boredom, focus will be placed on the specificity of implementing judicial rulings to imprison and jail criminally convicted persons.

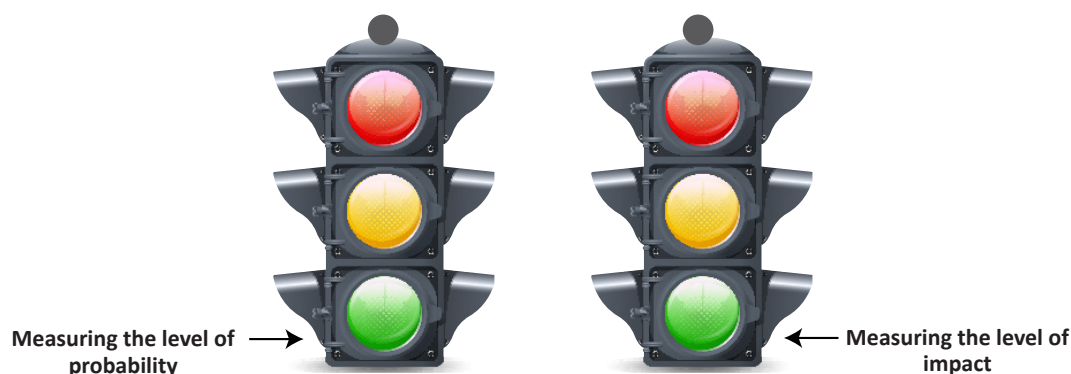
Decision Point No. (5): Postponing or delaying the inclusion of the convict’s name in the criminal execution lists

It is possible to predict that deviation in the aforementioned administrative decision occurred by both the employee who works in the Public Prosecution Office on the one hand, and the judicial police officer who receives correspondence containing lists of convicts and judicial memorandums of custodial sentences on the other hand. Both officials can postpone or delay the inclusion of the name of a convict for a period of time. With the aim of obtaining personal moral or material gain.

However, it must be noted here that it is not possible for any employee to ignore including the name of a person sentenced to a custodial sentence for a long period of time. For many reasons, including that consistency between the two lists (the Office of the Public Prosecution Office and the Police Department) is a must, and it is not possible to modify the lists electronically. Because there are serial numbers for each judicial memorandum, the electronic system shows a malfunction. Which makes both the director of the judicial police and the Public Prosecution office pay attention to the issue. However, the postponement can “temporarily” target the lists distributed to police officers working in the field (manual lists). A temporary postponement of the implementation of criminal rulings may benefit the convict if he has a plan to leave the country, for example, and he does so before his name is circulated and published on the computers available to the Palestinian crossings and border police.

²³ Michael Allingham, 2006: Rational Choice Theory, Critical Concepts in the Social Sciences, Volume 1.

Based on what was previously explained, this study believes that both the probability of deviation occurring in the aforementioned administrative decision, and the impact of deviation - if it takes place in reality - are at a “low” level. The effect of deviation is small; due to the limited time available for the person who benefits from corruption to achieve his goals.



Decision Point No. (6): Ignoring the implementation of judicial rulings depriving people of liberty by the Crossings and Borders Administration

It was previously noted that the electronic link system between the Judicial Police on the one hand, and the Public Prosecution Office and the Judicial Enforcement Department on the other hand, allows the names of those perpetrated against to be published to all relevant police departments, including the border crossings administration.

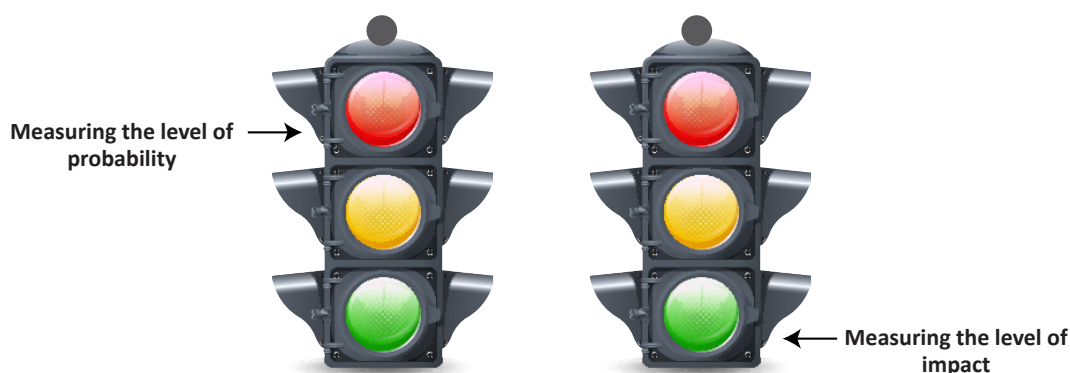
Usually, the officer working on the “passport stamping platform” in the crossings administration notifies the director of crossings and borders immediately of the presence of the person against whom the execution was carried out. Experience over the past years has never shown that an employee was intentionally involved in police corruption. Perhaps the reason for this is simply that once the competent authorities know that the perpetrator has left the country, revealing the person involved in the deviation is an easy matter. To link the crossing officer with the time of exit, and the computer against which the person’s exit approval was recorded.

However, a number of interviews conducted for the purposes of preparing this study showed the emergence of cases (or at least the availability of a high probability) in which the crossings and border administration - with the knowledge of those in charge of managing them - allowed some people to leave the country despite their names being circulated with enforceable judicial rulings. However, the interviews also revealed the justifications for undertaking this issue, as crossing and border officers usually allow the passage of persons who have been subjected to jail penalties, if the reason for the penalty is a traffic violation, or a financial dispute of somewhat “insignificant” value. The director of crossings and borders is usually informed of this procedure. It is not a motive for personal gain or corruption that benefits the crossings and borders officer. Rather, it is motivated by facilitating the needs of the people and giving them an opportunity to correct a mistake that the person made inadvertently, such as if he was not aware of the existence of judicial rulings requiring the payment of traffic fines, or his lawyer neglected to send a request to “retract the judgment” after settling the dispute that is the subject of the lawsuit.

Despite some people’s belief in the “legitimacy” of the action taken by the crossings and border administration, and its consistency with the values of justice and compassion that members of society

embrace and follow, the issue of ignoring or neglecting enforceable judicial decisions by members of the executive authority remains classified as violating the law. Which makes it fall within the scope of the legal definition of corruption. Perhaps this issue reflects a realistic example of the inevitability of the clash between the provisions of “legality” and “legitimacy” in police work, which was predicted by some researchers in police affairs²⁴. While some believe that implementing the provisions of the law must be done with an “open mind” that allows for some flexibility²⁵, others believe that “selectivity in implementing the provisions of the law” under various justifications gives the executive authority the upper hand over judicial rulings issued by the judicial authority²⁶. Which represents a blatant violation of the principle of separation of the three powers, which the Palestinian legislator explicitly embraces, in constitutional texts that are superior to all other legal texts.

This study leaves the issue of separating the two points of view to another place, for the law makers and drafters to study the arguments of each party in sufficient depth. The law shall be amended accordingly. However, violating the provisions of the law, whether for a personal purpose or for “noble goals,” remains at the present time an issue that requires the intervention of this study by assessing the likelihood of the action occurring and its impact. Accordingly, this study believes that the probability of the aforementioned deviation occurring is high. Because it has become a “norm” that the crossings and border administration is accustomed to doing, while the impact resulting from the procedure is somewhat low. Because it is not expected that the convict will escape from the country without returning, simply because a court ruling has been issued for a traffic violation, or a human rights dispute of little financial value.



It is also possible to assume a situation in which the director of crossings and borders allows the perpetrator to leave the country, despite the existence of a judicial ruling imposing a jail penalty against him following a criminal offense or high financial demands. But the probability of this happening remains very low, because it is easy to detect, and the risk is high. This makes the possibility of falling into deviance low.

3.3.3 Decisions to implement subpoenas against defendants and witnesses in criminal cases

This study believes that there is no need to assess corruption risks regarding the implementation of subpoenas against witnesses in criminal cases, as previous experiences of police officers, during the past years, did not show that police officers were involved in corruption cases related to the subpoena of witnesses. Perhaps this is due to the fact that the witness may fail to appear before the court or the public prosecution, or he may try not to involve himself in the issue of testimony, but that does not

24 Rabia, Fadi: 2018. Police Corruption in Palestine: Challenges and Remedies. PhD Thesis, University of New South Wales. file:///C:/Users/HP/Desktop/public%20version.pdf

25 Dixon, D. A Culture of Corruption: Changing an Australian Police Service. Sydney: Hawkins Press, 1999.

26 Rabia, Fadi, & Kiswani, 2020: The Palestinian Civil Police: between force and legitimacy. International Journal of Legal and Comparative Jurisprudence Studies. Page (99). For more information: <https://www.refaad.com/Files/LCJS/LCJS-1-2-5.pdf>

put him at the same time under intense pressure, which makes him pay a bribe, for example, to evade the police. There are no organized gangs in the country that make testimony an imminent danger to the witness, and judicial police officers usually contact the witness to be brought and inform him of the seriousness of the matter, so that the latter submits to the desire of the police and appears before the court at the specified time, especially if he is convinced of the seriousness of the police officers in the forced execution. Therefore, this study will focus on the issue of bringing in the accused and bringing them before the competent judicial authorities.

Decision Point No. (7): The police officer refrains or postpones summoning the accused and bringing him in.

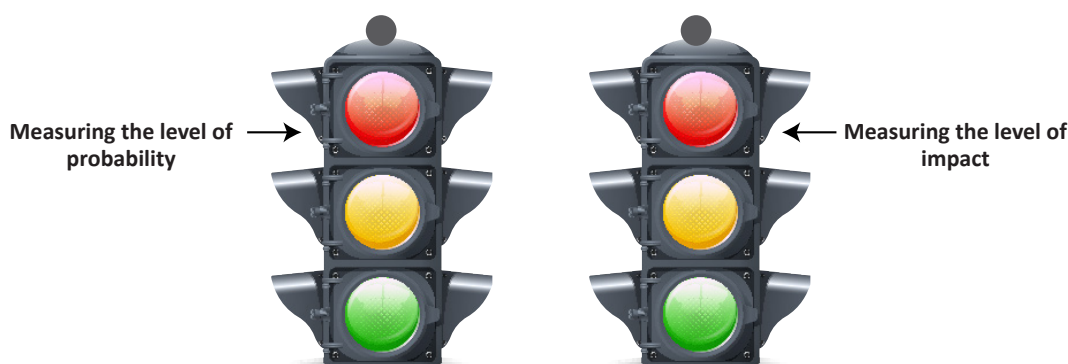
It is possible to predict that police deviation occurred on the part of the police officer who receives the letter written by the Public Prosecution Office, by refraining (or at least postponing) entering one of the names of the accused in the computerized electronic program. This deviation may be motivated by a personal gain, material or moral, that the police officer is trying to obtain.

The impact of deviation is very high. If the corrupt police officer succeeds in his efforts, the various police departments will not be able to know that the accused has been issued a warrant, if he falls into their hands as a result of some coincidence. The accused remaining at large also increases the risk of aggravating the crime, and prevents the investigating and prosecuting authorities from carrying out their assigned tasks. It may increase rumors aimed at distorting the state’s image, portraying it as weak or involved in criminal acts.

As for the probability of deviation occurring, it can also be described as relatively high. This is because the electronic link between the Public Prosecution and the Judicial Police does not cover subpoenas and warrants against defendants and witnesses, as the electronic system is limited to those criminally convicted with final judicial rulings. There is no doubt that it is easy to tamper with paper mail, not to mention the possibility of the police officer receiving the mail claiming that an unintentional error occurred, which caused the name of an accused to not be entered in the judicial police electronic program.

Some may be optimistic by saying that judicial warrants to bring defendants constitute only 25%-30% of judicial warrants in general, which are related to the electronic link system between the Public Prosecution and the Enforcement Department of the regular courts on the one hand, and the judicial police on the other hand. However, this percentage - if true - still represents large numbers, especially since the judicial warrants that must be implemented may reach (70,000) judicial warrants in one year in some large governorates.

Some may downplay the aforementioned conditional deviation by saying that subpoenas expire every (3) months and need to be renewed by the Public Prosecution. But that does not change the reality much; because the possibility of a corrupt policeman committing the same deviance at work every 3 months, remains present and perceived.



Decision Point No. (8): The police officer failed to implement judicial warrants against the accused or ignored them.

It is possible to predict that police deviation occurs when a police officer is involved in corruption, by concluding an agreement under which the accused pays a sum of money to the policeman, in exchange for the latter ignoring the implementation of the judicial warrant against the accused. The subject of the agreement may also be for the policeman to alert the accused of the arrival of a police force towards his home or where he is located, in a way that allows him to avoid falling into their custody. The policeman may ignore the person being executed against; for a friendship that unites them, whether this friendship was established before the issuance of the judicial memorandum or because of it.

This study believes that the probability of a conditional deviation occurring is very high. The justifications for this lie in the same reasons stated in Decision Point No. (2), mentioned above. Perhaps the lack of a clear policy that pays clear attention to judicial warrants that have not been executed for a long period of time (which may extend to years), and the fact that the Judicial Police Department does not have to justify this with specific justifications, specific to each warrant separately, makes delaying the implementation of warrants or not executing them acceptable or kind of expected in police work.

The impact resulting from the occurrence of the aforementioned conditional deviation is great, according to what this study believes. The failure of the accused to appear before the competent judicial authorities weakens the public's confidence in the judiciary, as some tend to take the right into their own hands, and the influence of tribal reconciliation increases at the expense of the legal process.

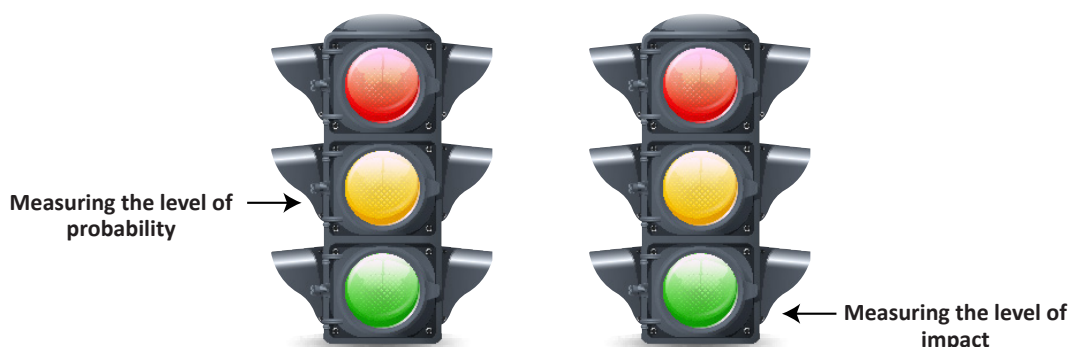
Decision Point No. (9): The police officer failed to implement judicial warrants against the accused or ignored them.

This study monitored the perception of a police deviation, represented by the intervention of the governorate police director in the process of implementing judicial warrants ordering the arrest of the accused and bringing them to the investigation and indictment authorities. It is not unlikely to predict that the governorate police director would release an accused, based on mediation from various parties, promising to end the dispute (the subject of the complaint) with the civil plaintiff or complainant, or at least the mediators must provide an undertaking requiring that the accused appear before the investigation and indictment authorities at the specified time and place.

This study believes that despite the possibility of such deviation occurring, the probability and occurrence of it are often somewhat moderate, for many reasons, the most important of which is that deviation often affects criminal cases, not of a high degree of criminal seriousness. The governorate police director is also well aware that his undertaking of this matter cannot remain secret (at least within the police directorate), because the release of an accused means that several police departments have become aware of what happened, so it is not conceivable that the governorate police director would take that action, except within the narrowest limits, and to the extent that enables him to give justifications related to "civil peace" or "networking friendly relations with representatives of society, if he is subjected to accountability in this regard by his leaders in the police force.

As for the impact of the deviation, it can be classified as low. Because this procedure often targets defendants in low-risk criminal cases. In addition, the accused's sponsors realize that the accused is doing anything that would exacerbate the problem, put them in an embarrassing situation with the

governorate’s police director, and affect his trust in them. Which makes them do everything in their power to ensure that the issue of the criminal case is ended, instead of aggravating it.



3.3.4 Decisions to implement judicial memorandums and rulings issued by Sharia courts

The analysis and evaluation of the points of administrative decisions issued regarding the implementation of judicial rulings issued by the criminal courts also apply to those judicial rulings issued against defendants or convicts in cases pending before the Sharia judiciary. In order to avoid repetition in listing information, emphasis will be placed on the specificity of implementing judicial rulings related to personal status.

Decision Point No. (10): Postponing or delaying the inclusion of the convict’s name in the execution lists.

It is possible to predict the deviation in the administrative decision that was previously detailed in the work flow map, with regard to judicial warrants issued by the Sharia courts, in the possibility or probability of the police officer postponing or delaying the inclusion of the name of the person against whom the legal execution was carried out in the computerized police system. Perhaps this deviation was motivated by the police officer’s attempt to drag a looter, or to harm the plaintiff who raised the legal case against the perpetrator against him. The person being executed takes advantage of this issue in an attempt to gain some of the time he has to try to escape from justice.

The effect of deviation can be visualized, because deviation cannot remove, cancel, or reverse Sharia judicial rulings. As for the possibility of conceiving the occurrence of deviation, this study believes that it is also moderate. What increases the possibility of deviation occurring is the lack of an electronic link system between both the Judicial Police and the Sharia Enforcement Department. Also, transferring files manually, and at other times via the “WhatsApp” application, opens a wide space for deviation in the administrative decision to find a foothold in the work flow map, especially since the corrupt policeman can simply be unable to make an unintended error occur, or he did not notice the messages in his private inbox.

However, the possibility of deviation remains relatively limited. Because the plaintiff or the beneficiary of the decisions of the Sharia court or his lawyer often follows up the executive file with the judicial police; Which prompts the administration/computer officer at the judicial police to include the name of the person persecuted against him in the lists of those being pursued by the police.

Decision Point No. (11): Implementing judicial rulings regarding “watching and seeing the children”

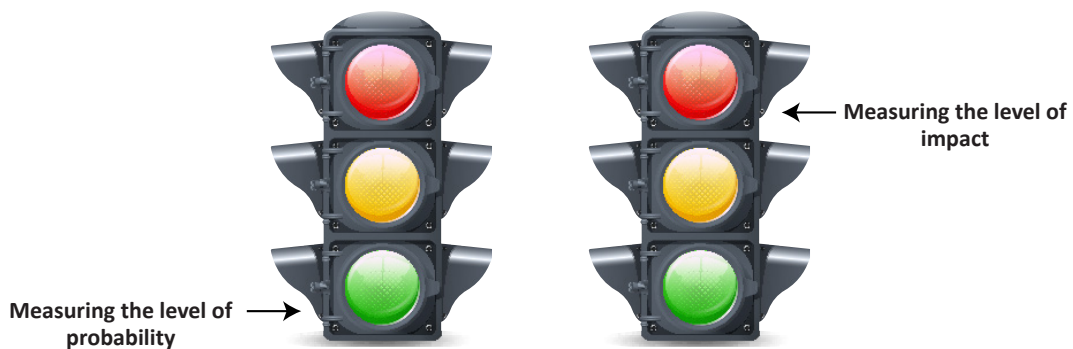
This study previously mentioned that the judicial police have tasks related to the implementation of Sharia judicial rulings regarding granting the right to see and view children to a parent who does not have custody of his children.

It is possible to predict the possibility of deviation in the administrative decision by a member of the judicial police dealing with the children or either of their parents in a humiliating manner, which reduces respect and damages moral feelings. This may be motivated by financial gain provided by a parent, to put pressure on the other party, or to retaliate against them and restrict them. However, the deviation in the strong behavior of the criminal does not necessarily benefit the policeman, as it may be a reason for the deviation of the belief held by the policeman, or a stereotypical image of a divorced mother, for example, and her defiance of the father. The policeman tends to punish the mother because he is convinced that she has gone beyond what is normal in society, from his personal point of view and the way he understands society’s values and customs.

The police officer may attempt to get close to the divorced mother and gain her affection by putting pressure on her, or by granting her some leniency that is harmful to the interests of the other party.

The deviation may take the form of the judicial police officer postponing or delaying the implementation of the “viewing” ruling, citing work pressure, or a lack of vehicles operating in the field. He then proceeds to postpone it for a period of time, which may not be long, but is painful for the parents.

It can be said that the impact of a deviation represents a high level of risk. Because it involves blackmail that harms the image of the police institution, and erodes community confidence in it. As for the possibility of deviation occurring, this study believes that it is small. For several reasons, including that the internal oversight bodies in the police institution do not usually tolerate these issues, and follow up on allegations when they are raised in a serious and decisive manner. Which achieves a sufficient type of general deterrence, in the face of this type of deviation in police work.



Summary of the assessment of corruption risks in the judicial police

By reviewing the possible forms of deviation in administrative decisions issued by the judicial police, and conducting an assessment of the possibility of such deviation occurring and its negative impact on the rhythm of work, the results of the corruption risk assessment show that the negative impact resulting from the occurrence of corruption ranges from medium to very strong. (See chart 4 below); This is what makes the work of the judicial police extremely important, given the seriousness and severity of the impact if the possibility of corruption occurring within this administration increases. Chart No. (4) shows the assessment of corruption risks in the judicial police.

	Decision #6		(Decision # (2) (7) (8)
		(Decision # (9) (10)	
Propability	(Decision # (1) (3) (5)		(Decision # (4) (11)
		Impact	

The study also indicates that the probability of deviation occurring for two-thirds of administrative decisions is between strong and moderate. Perhaps the complexities of work in the field, the erosion of the Palestinian state’s ability to extend its control over the land due to the ongoing Israeli aggression, the spread of weapons, and the difficulty of implementing judicial rulings in some camps and areas classified as (C) increase the weakness of the official institution. Which increases the possibility of deviation in the work of the judicial police.

But at the same time, we must not ignore the great efforts made by the internal police oversight units (the Department of Internal Security, the General Department of Inspection), in addition to civil institutions, such as the institutions of the Civil Forum to Promote Good Governance in the Security Sector, the Independent Commission for Human Rights and Freedoms, and the Aman Foundation. And other institutions concerned with human rights or anti-corruption have collectively contributed to reducing the possibility of corruption occurring, by aborting deviation before it occurs, or exposing it and revealing its features.

3.4.4 Confronting the risks of corruption in the judicial police

After completing an analysis of the risks of corruption and evaluating its impact and probability of occurrence, this study presents a package of interventions and proposals to reduce the occurrence of deviation in administrative decisions related to the work of the judicial police, and mitigate the negative effects if they occur.

3.4.1 Necessary interventions to reduce the risks of corruption regarding the implementation of judicial rulings

This study suggests that work be undertaken to prepare a special system through which judicial warrants that must be executed are classified, so that this classification can give judicial police officers priority in tracking and prosecuting the people targeted by judicial warrants. The classification can also help supervisory authorities evaluate the work of the judicial police branches in the governorates, by calculating the numbers of judicial warrants that have not been implemented, which are at the highest priority.

The classification can be based on several criteria:

- The perceived criminal seriousness of the person being executed against may constitute one of the criteria.
- The type of crime that is the subject of the criminal case may have an impact on the classification.
- The periods of time that have passed without the convict being arrested can be considered another criterion for classification.
- Some crimes may be given special attention, such as if the convict has committed a crime of high treason, or crimes that harm public security and civil peace in the country.

The classification aims to encourage those working in the judicial police to develop work plans and prioritize their implementation, such as, starting or focusing on those judicial rulings that are at the top of the priority scale, because it affects a life or a body (for example, it can be given a black card), while judicial rulings issued against those convicted for committing crimes related to money are given cards of different colors (such as red or blue, for example), and they are divided according to the size of the money and the reason for the crime or its type, (Such as public or private money), and judicial rulings issued against convicts who committed crimes against children or women, for example, may be given a high degree of importance.

Some workers in the judicial police branches may have a list of “priorities” regarding their implementation of judicial rulings, but these lists - if they exist - are the product of individual efforts, and do not bear the character of comprehensiveness and unity in application among all branches of the judicial police.

This study also suggests that work be undertaken to issue “unified procedural guides for the Judicial Police Department.” These guidelines represent the ruler that is used to measure deviation in work and help the Inspection Department. The absence of this procedure makes the actions carried out by officers and members of the judicial police working in the field not subject to measuring the degree of acceptability or deviation.

3.4.2 Interventions necessary to reduce the risks of corruption regarding the implementation of subpoenas

This study previously mentioned that the Judicial Police Department and the judicial enforcement departments in the enforcement courts are subject to electronic connectivity between the computers used to work in these departments and branches. However, the electronic link does not include judicial warrants issued by the Public Prosecution to bring witnesses and defendants in criminal cases. Also, the electronic link does not include Sharia courts, as this type of judicial notes is subject to transfer via paper mail between the Judicial Police on the one hand, and the Public Prosecution’s Execution Office and the Sharia Courts Execution Department on the other hand.

In order to reduce the possibility of deviation occurring in the judicial police and enforcement departments alike, this study suggests that work be undertaken to expand the electronic connectivity department, so that this includes the enforcement departments of the Sharia courts and the Public Prosecution office in the country’s governorates. This would block the opportunity for the police officer to postpone the inclusion of the names of those sentenced for execution, because their names

would appear in the electronic link system automatically, and would be circulated to the relevant police departments.

Some may suggest that the circle of electronic dissemination be expanded to the people targeted for implementation. It must be noted that, as of the date of preparing this study, the electronic link system does not include various government departments, such as the Ministry of Interior, for example. In other words, if a person fleeing from justice wants to issue or renew a passport, or issue any official papers from the Ministry of Interior, the Ministry's electronic system is unable to know that this person is wanted to appear before the judiciary. If a fugitive from justice obtains some official papers, this would make it easier for him to continue challenging the social body and not comply with the orders of the judicial authority. Which constitutes a threat to the stability of society, and weakens the state's prestige and the extension of its control over a land already suffering from the scourge of occupation and dismemberment.

The interviews conducted for the purposes of preparing this study found opposition among some, including some official employees working in the Ministry of Interior, to the issue of electronic connectivity for the purposes of judicial implementation. Their argument is based on the fact that the issue of obtaining official documents (such as a passport, birth certificate, and marriage contract, for example) is among the basic rights of all citizens, and it should not be withheld from them, or restricted, due to the issuance of a judicial warrant on an issue that is not related to those basic rights.

The justifications and reasons for combating corruption do not mean harming the principles and foundations of basic human rights, and this study does not find any legal or constitutional impediment that prevents electronic connectivity between all state institutions.

3.4.3 Interventions needed to reduce corruption risks associated with the implementation of the "child viewing" provision for parents

First of all, it must be noted that the Judicial Police Department is not prepared to deal with hosting children in its offices. Although this issue is not related to the fight against corruption, this study seizes the opportunity to highlight the necessity of respecting children's rights, by creating all material and moral conditions. To alleviate the burden of viewing on children who suffer mainly from the issue of division and hostility between their parents who are separated from the family. Therefore, the "Family Protection Department" may be the most qualified and appropriate to host the "viewing," as its staff receives specialized courses in dealing with children, and is subject to continuous guidance to provide a police service that protects the interests of the family when implementing the law.

This study does not attempt - in any way - to transfer the responsibility for implementing judicial rulings related to the Sharia courts to the Family Protection Department. Rather, it suggests that the implementation of viewing and parents seeing their children in the offices of the Family Protection Department. Family Protection Police officers are accustomed to dealing with children, women, and family issues that may be more complex and profound than the level that judicial police officers predict when implementing judicial rulings. The reader must not forget that judicial police officers usually deal with fugitives from justice with a high degree of danger. Which makes officers somewhat accustomed to displaying a degree of firmness and severity that may be integrated into the character of an officer who has worked for many years in this administration.

4. Conclusion

Anyone who examines Palestinian affairs realizes that the success of the national struggle against the Israeli occupation is not limited to repelling the aggression through various means of resistance, but rather that strengthening the internal front and protecting it from the gnawing cracks in its parts is a crucial issue. Perhaps corruption represents one of the most important and dangerous challenges to the ability of the Palestinian state and its executive arms to extend its sovereignty and implement its policies aimed at steadfastness and growth. Corruption may contribute to widening the gap of trust between citizens and political authority.

This study does not exaggerate in its statement that the judicial police give life to the judicial authority, through the implementation of its judicial rulings, and by forcing defendants and witnesses to appear before court judges and members of the Public Prosecution. If it is not possible to implement judicial rulings, the prestige of the judicial authority will be eroded, and its impact on society and state building will cease. It can be said that the judicial police is like a trumpet that conveys the voice of its blower, and it is the hand that follows up with the final word and gives the agency its prestige and influence.

Hence the importance of this study in its attempt to predict police corruption before it occurs, and to evaluate its impact once it occurs, to examine means of preventing it, or dealing with it if it exists. This study aims primarily to identify the risks of corruption in the work of the judicial police, and to evaluate them in terms of the likelihood of them occurring and the resulting impact if they occur. In order to design the necessary interventions to eradicate corruption before it occurs, and proposals aimed at reducing its negative effects if it is unavoidable.

In order to achieve this, this study used various scientific methods, including the descriptive method, the analytical method (both parts: inductive and deductive), and the comparative method. A qualitative research tool was also used, consisting of conducting a number of interviews with those with expertise and experience in the field of judicial police work.

4.1 The most important results emerging from the study

This study reached results that can be summarized as follows:

1. The results of the corruption risk assessment showed that the negative impact resulting from the occurrence of corruption in the judicial police administration ranges from medium to strong. This makes the work of the judicial police extremely important. Given the seriousness and severity of the impact, if the possibility of corruption occurring within this administration increases.
2. As for the possibility of deviation occurring in administrative decisions related to the work of the judicial police, it falls between the medium and strong level. While a third of the perceived deviations remain to a small degree of perception of their occurrence. Perhaps the complexities and difficulties of work on the ground increase the likelihood of corruption being perceived and expected to occur.
3. The study noted the absence of “unified procedural guides for the General Judicial Police Department and its affiliated departments.” Workers in the Judicial Police Department are subject to instructions and directives that are not limited to easily written documents, which can be easily referred to when they need to deal with field problems. Work methods also differ from one branch to another, in terms of distributing tasks and determining implementation priorities between officers and members of the judicial police working in the field.

4. The study notes a noticeable shortage of female officers and non-commissioned officers from the female police ranks working in the judicial police branches, as the male nature is dominant in that department, in a way that makes the entry of women (whether they are stakeholders in the prosecution, lawyers, or those being executed) an unusual issue, attracting the attention of those around that administration.
5. The scope of the electronic link between the judicial police and the enforcement departments in the courts and the Public Prosecution is limited to judicial rulings that must be implemented. As for judicial warrants issued by the courts and the Public Prosecution regarding bringing witnesses or defendants, they are still subject to paper mail when they arrive to the attention of the judicial police.
6. The study believes that the possibility of the influence of the governorate police directors and the general director of the crossings and borders administration on the judicial police in implementing some judicial rulings is a possible and undesirable issue among the police. Especially with regard to some judicial rulings which subject matter is a limited financial dispute or a criminal case that is not of a high degree of seriousness. It may be predicted that governorate police directors use “discretionary powers” that postpone or delay the implementation of a judicial ruling against some people but not others.

4.2 The most important recommendations and proposals related to the study

1. This study suggests that work be undertaken to prepare a “judicial implementation priority setting system,” through which judicial warrants that must be executed are classified according to levels of priority, determined through clear, written standards for judicial police officers. The classification is important in helping supervisory authorities evaluate the work of the judicial police branches in the governorates, by accounting for the preparation of judicial memorandums that have not been implemented, which are at the highest priority.
2. This study suggests that work be undertaken to issue “unified procedural guides for the Judicial Police Department”; These guidelines represent the ruler used to measure deviation in work.
3. This study proposes that work be undertaken to expand the electronic connectivity department, to include the implementation departments of the Sharia courts and the Public Prosecution office in the country’s governorates.
4. This study also suggests that the circle of electronic dissemination be expanded to the people targeted for implementation. The electronic link system must include various government departments, such as the Ministry of Interior, for example. In other words, if a person fleeing justice wants to issue or renew a passport or issue any official papers from the Ministry of Interior, the Ministry’s electronic system is able to know that this person is wanted to appear before the judiciary.
5. The study suggests that monitoring and parents seeing their children should be implemented in the offices of the Family Protection Department. Family Protection Police officers are accustomed to dealing with children, women, and family issues that may be more complex and profound than what judicial police officers predict when implementing judicial rulings.

6. The study proposes activating the role of inspection departments in the work of the judicial police at the department's central headquarters and in the governorates. To ensure that the judicial police carry out its legally mandated work, and to reduce the chances of corruption occurring in non-implementation of judicial memorandums and rulings.
7. The study suggests submitting periodic reports on the completion of tasks, and that the report form includes the number of cases assigned to be implemented, the number of non-implemented cases and their reasons.
8. The study suggests increasing the number of police personnel working in the governorates in the judicial police department; This allows the formation of reporting, subpoena, and enforcement work teams, consisting of more than one policeman.

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This study was conducted within the framework of joint cooperation between the Palestinian Police Service and the Civil Forum to Promote Good Governance in the Security Sector, and seeks to monitor risks that have an effective impact on the quality of services provided by the Police Service to citizens in Palestine, and develop plans to confront and reverse these risks so that they become opportunities for sustainable development in the police field, especially in managing the risks of corruption in the work of the Judicial Police Department.

