



Assessment of the Extent and Quality of Justice Sector Reforms: A Focus on Court Services

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Preface

This report forms part of the efforts of the Coalition for Integrity and Accountability (AMAN) to support the reform process and combat corruption, particularly by advancing the government's reform agenda through the development of public policies and the provision of practical recommendations to strengthen the management and implementation of the reform program.

This report is also part of the interventions under the project "Strengthening Accountability among Civil Society Actors", which aims to address significant gaps in public sector accountability and enhance citizen participation in governance. The primary objective of this project is to increase participation of Civil Society (CS) actors in the policymaking process and policy dialogue, thereby promoting public accountability and advocacy in key sectors, specifically agriculture, court services, and humanitarian relief, across the West Bank. This project aims to empower civil society organizations (CSOs), the media, and marginalized communities to actively engage in monitoring and advocacy efforts, thereby contributing to governance reforms that are inclusive, transparent, and responsive to public needs.

The report aims to assess the level of progress achieved in justice sector reform and analyze the effectiveness of reforms implemented within the Judicial Justice sector, which falls under the second pillar of the National Development and Improvement Program, "Governance and the Rule of Law," in a manner that strengthens social accountability within the justice sector.

Monitoring Scope and Analysis

The report is based on monitoring and analyzing the progress of implementing justice sector interventions under the National Development and Improvement Program during 2025 by tracking a set of indicators associated with each component, as follows:

- Government decisions related to the justice sector and the associated intervention components.
- Interventions undertaken by relevant government entities.
- Government Programs and strategies related to the strengthening of the judicial system and the promotion of access to justice.
- Financial allocations and budgets designated for the implementation of related interventions.

Methodology

Collecting relevant information from various sources related to the indicators.

- Extracting the results of indicator tracking and monitoring.
- Preparing the first draft.
- Discussing the first draft of the report in workshops with relevant stakeholders and refining it based on the discussions.
- Preparing the final draft of the report.
- Proposing an advocacy and lobbying Program to support the implementation of the intervention components.

Sources of Information:

- Legislation (laws and regulations), official procedures, and governmental decisions and actions taken in relation to the subject matter.
- Websites of Palestinian public institutions, international development organizations, and relevant international organizations.
- Library and documentary resources, including reports, studies, and research papers related to the subject matter.
- Individual interviews with relevant stakeholders and specialists.

Introduction

Since 2022, successive Palestinian governments have introduced a series of reform agendas and Programs aimed at strengthening governance, improving the performance of public institutions, and restoring citizens' trust in them. This reform trajectory continued under the Nineteenth Palestinian Government, which approved a reform matrix in late 2024 covering several sectors, including the justice sector, given its direct relevance to the rule of law and institutional stability.

The justice sector is of particular importance in the Palestinian context, not only as a legal framework for resolving disputes and protecting rights, but also as a cornerstone of the rule of law and a key measure of the effectiveness of public institutions and their ability to provide timely and accessible justice to citizens through clear and efficient procedures. At the same time, the Palestinian judicial system continues to face longstanding and interconnected challenges, including a growing backlog of cases, lengthy procedures, increasing pressure on the courts, limited resources, inadequate organizational structures, and procedural delays. Together, these challenges have undermined public confidence in the justice system and created barriers to effective access to justice.

Within this context, the government interventions related to “Judicial Justice” were incorporated under the second pillar, “Governance and the Rule of Law,” of the Development and Improvement Program (2025-2026). These interventions focused primarily on two main areas: increasing the efficiency of the judicial system and expanding the digitization of judicial procedures and services, with digital transformation viewed as a means of accelerating processes and improving judicial administration. Although the government did not consult the Supreme Judicial Council in coordinating the reform priorities related to justice, as noted by Judge Hala Mansour, Head of the Programing Department at the Supreme Judicial Council, she confirmed that the provisions included in the Development and Improvement Program largely align with the Supreme Judicial Council's Sectoral Strategic Program for 2022-2026¹.

These interventions cannot be viewed in isolation from the broader Palestinian context, which includes restrictions on movement and access, as well as growing institutional and financial pressures. In this context, the shift toward digital judicial services has taken on an added practical importance, particularly given the difficulties posed by checkpoints and closures, which can hinder citizens' access to courts and their ability to complete judicial procedures through traditional channels.

¹ Hala Mansour, Head of the Programing Department at the Supreme Judicial Council. Personal Interview conducted on May 24, 2026

Background Context for Implementing Justice Sector Reform

The implementation of the justice sector reform interventions is taking place within a complex political, institutional, and financial environment facing the Palestinian National Authority, which directly affects its ability to achieve the reform objectives outlined in the National Development and Improvement Program.

At the political level, Mansour noted that the situation of the justice sector cannot be separated from the broader context of the Israeli occupation and the restrictions it imposes on movement, access, and overall stability. These factors directly affect the regular functioning of the courts and the conduct of judicial proceedings, particularly as checkpoints and closures can prevent citizens, lawyers, and court personnel from reaching the courts. This, in turn, disrupts the regular holding of court sessions and delays the adjudication of cases. The ongoing financial crisis and irregular payment of judges' and employees' salaries further compound these challenges. She also noted that, unlike other public institutions, judges and judicial staff have not had their working hours reduced in line with the government's decision to do so².

At the institutional level, the Head of the Programing Department at the Supreme Judicial Council added that the judicial system faces growing challenges associated with an increasing number of cases and mounting pressure on courts, alongside limited human and technical resources, including judges, employees, infrastructure, court facilities, internet services, and information security systems. There is also a need to further develop judicial procedures and litigation management practices in line with the requirements of timely and effective justice. In addition, certain legislative reforms remain necessary, including provisions governing remote trials, amendments to the Criminal Procedures Law, and revisions to legal provisions aimed at shortening the duration of litigation. In the same context, she explained that the international benchmark calls for 13 regular court judges per 100,000 inhabitants. Applying this standard to the Palestinian judiciary reveals that there are only 7.6 judges per 100,000 Palestinians serving in the courts, approximately half the number required to meet actual needs. In 2025, the total number of judges stood at 255, while the number of newly registered cases reached 156,138³.

In addition to the challenges associated with the administrative and financial independence of the Supreme Judicial Council, the Council faces a further challenge related to the limited financial allocations available to it within the general budget and the mismatch between those allocations and the scale of its responsibilities and development requirements. During the monitoring period, additional indicators emerged regarding the impact of the financial crisis on the justice sector. In a statement issued on May 5, 2026, the Civil Coalition for Judicial Reform and Protection warned that the continued irregular payment of judges' salaries and repeated deductions from their entitlements threaten the stability, independence, and effectiveness of the judicial system. The coalition called for urgent measures to ensure regular salary payments and strengthen the judiciary's financial and administrative independence⁴. This statement reflects the extent of the financial pressures facing the judicial system and their potential implications for the sustainability of reform and development efforts. These circumstances have also increased the Council's reliance on external funding to implement several development projects and programs, which may result in the pace and priorities of certain reform interventions becoming, to some extent, influenced by donor priorities and programs⁵.

² Mansour, previously cited source

³ Ibid

⁴ Civil Coalition for Judicial Reform and Protection, "A Judiciary on the Brink of Collapse... A Crisis Threatening the Justice System in Palestine," press statement issued on May 5, 2026, published on the official website of the Palestinian Coalition for Judicial Independence and the Rule of Law (Istiqlal): <https://www.facebook.com/pal.lstqlal>

⁵ See the Supreme Judicial Council Strategic Program for 2022-2026, section on threats

Within this context, digital transformation has emerged as a primary pathway relied upon to improve judicial efficiency and facilitate access to justice services. However, this transition involves more than simply introducing technological tools or electronic services. It requires a comprehensive legal and regulatory framework, together with a technological infrastructure capable of supporting the transformation and ensuring its sustainability and effectiveness.

Scope of the Report

The report focuses on monitoring and analyzing the implementation of the justice-sector intervention components contained within the National Development and Improvement Program, namely:

1. Increasing the Efficiency of the Judicial System: Through supporting efforts aimed at advancing the judicial system in a manner that contributes to expediting judicial procedures, facilitating access to a fair trial within a reasonable timeframe that safeguards rights, reducing the accumulation of cases before the courts, strengthening public confidence in the judicial system, and promoting the effective administration of justice more broadly.

2. Digitization of the Judicial Procedures: Through the development of the legal framework necessary to provide a sound foundation for the digitalization of judicial procedures within the courts, with the aim of reducing the duration of litigation, limiting judicial backlogs, and expanding electronic justice services for citizens, thereby improving the overall performance of the judicial system and enhancing access to justice in particular.

Government Decisions and Interventions Under the Reform Program in the Justice Sector/Courts: "Achieving Judicial Justice"

The National Development and Improvement Program addressed the "Achieving Judicial Justice" component through two main objectives. The first aimed to increase the efficiency of the judicial system by expediting judicial procedures, reducing case backlogs, and facilitating access to a fair trial within a reasonable timeframe. The second focused on digitizing judicial procedures by developing the legal framework and the electronic services associated with court operations. In this context, several observations emerged, most notably the clear overlap between the two objectives, particularly in matters related to shortening litigation periods, improving court performance, and reducing case backlogs. In many instances, digitalization appears as a tool for achieving judicial efficiency rather than as a distinct reform track in its own right. Moreover, some of the outcomes outlined in the Program, such as "enhancing trust" and "achieving justice," are framed in broad terms that are difficult to measure directly in the absence of clear indicators for assessing the impact of the associated interventions.

Conversely, this overlap reflects the Programs inclination to integrate the Improvement of judicial procedures with digital transformation within a single reform pathway aimed at improving the overall performance of the justice sector, rather than treating digitalization as an independent objective separate from the broader components of judicial reform.

First: Enhancing the Efficiency of the Judicial System

Official Decisions, Government Directives, and Interventions Issued by the Council of Ministers	Cabinet Session Number and Date/ Implementing Authority
The number of judges reached (255) by the end of 2025, reflecting an increase of (8) judges compared to 2024. This increase resulted from the appointment of 12 judges during 2025, while the service of (4) judges ended during the same year.	Supreme Judicial Council ⁶
<p>Training judicial branch personnel on electronic judicial notifications, artificial intelligence and its administrative applications, and the detection of forgery and content manipulation.</p> <p>The Judicial Training Institute commenced implementation of the Judicial Diploma Program in November 2025 with (32) male and female students enrolled in both theoretical and practical studies, distributed across the courts. Three training curricula were approved and printed: Criminal Evidence, Crimes Against Persons, and the Role of the Criminal Judge in the Evaluating Evidence.</p> <ul style="list-style-type: none"> - Training 82 judges on notifications in light of the new legislation. - Training 155 judges on recent legislative amendments. - Training 44 judges on amendments to the Enforcement Law. - Training of trainers in cooperation with the Swedish Judicial Training Academy (20 judges). - Training (20 judges) on the prevention of torture. 	Supreme Judicial Council ⁷
Approval of the initial draft of the Mediation Law Decree, which, once adopted, is expected to reduce the burden of litigation procedures and expedite amicable negotiated settlements between disputing parties.	Council of Ministers Session No. (58) dated April 30, 2025.
Approval of the grant provided by the European Union to the Palestinian Judicial Institute under the "Irtiqaa: Strengthening the Judiciary in Palestine" project.	Council of Ministers Session No. (79), dated September 20, 2025.
Statement by the Minister of Justice regarding the establishment of the Judicial Observatory, a comprehensive legal database aimed at developing justice-sector policies based on accurate and up-to-date data.	Government Communication Center Weekly Report, dated October 29, 2025
Discussion of the first reading of two draft law decrees concerning Settlement Courts	Statement of the Council of Ministers Session No. (84), dated November 4, 2025
<ul style="list-style-type: none"> - The government prepared a legal aid draft law to support vulnerable groups unable to afford legal representation. - Twenty-one new judges were appointed from among graduates of the Palestinian Judicial Institute to strengthen the judiciary and Public Prosecution with additional judges and prosecutors. Work is also underway to implement an on-call duty system to ensure judges remain available outside official working hours, alongside efforts to recruit additional court personnel. - The Council of Ministers approved a comprehensive assessment study of the judicial sector aimed at improving performance in line with international standards. - Presentation of indicators showing increased judicial efficiency, with case disposition reaching 135% of incoming cases during 2025. - The Council of Ministers recommended to the President a draft Law Decree on Settlement Courts, particularly following their incorporation into the Supreme Judicial Council. This measure is expected to accelerate procedures within Settlement Courts, modernize legislation that has remained in force for decades, and keep pace with developments under the Justice Sector Program to reform legislation in a manner that promotes the swift adjudication of cases, delivers justice, and ease burdens on citizens. 	<p>Government Communication Center Report, "The Palestinian Government Advances Key Measures to Strengthen Governance and the Rule of Law," dated November 26, 2025. (issued in English)⁸.</p> <p>Meeting of the Prime Minister with the President of the Supreme Judicial Council on December 24, 2025⁹.</p> <p>Statement of the Council of Ministers Session No. (92), dated December 30, 2025.</p>

⁶ Mansour. Previously cited source.

⁷ Ibid.

⁸ <https://pmo.pna.ps/en/Article/5969/Palestinian-government-advances-key-measures-to-strengthen-governance-and-rule-of-law?utm>

⁹ Official Website of the Supreme Judicial Council, "Prime Minister Discusses Efforts to Develop, Strengthen, and Ensure the Independence of the Judicial System with the Supreme Judicial Council," dated December 24, 2025: https://www.courts.gov.ps/details_ar.aspx?id=ULpDema44255562747aULpDem&utm

1. Progress Achieved:

The National Development and Improvement Program identified enhancing the efficiency of the judicial system as a priority, with a focus on accelerating judicial procedures, reducing case backlogs, and facilitating access to a fair trial within a reasonable timeframe. In 2025, a range of interventions were undertaken to strengthen the capacity of judicial institutions to manage increasing caseloads and improve the efficiency of judicial operations, as reflected in the tables above.

With regard to human resources, the appointment of new judges continued, thereby increasing the number of sitting judges, alongside the implementation of specialized training programs for judges and court personnel in the fields of modern legislation, judicial procedures, and electronic notifications. In addition, an on-call duty system was introduced, and additional personnel were recruited to enhance the continuity of judicial services.

From a legislative and regulatory perspective, the Council of Ministers approved the initial draft of the Mediation Law Decree, a measure expected to help ease the burden on the courts and facilitate faster access to amicable settlements in the future. Discussions were also held on proposals to develop the Settlement Courts and modernize the legislation governing them in a manner consistent with the objective of expediting judicial procedures.

At the institutional level, the Palestinian Judicial Institute received approval for the European Union funding under the “Irtiqaa” project. In addition, the establishment of the “Judicial Observatory” was announced as a comprehensive legal database intended to support justice-sector policymaking through more accurate and reliable indicators. In parallel, a draft Legal Aid Law was prepared to enhance access to legal services for individuals unable to afford legal representation.

Regarding judicial performance, the case disposition rate reached 135% of the total number of cases filed during the year, representing an initial indicator of improved court efficiency and progress in addressing the judicial backlog.

2. Analytical Observations:

The interventions implemented during the reporting period reflect a clear policy direction toward strengthening the judicial system’s capacity to address accumulated pressures, whether through increasing the number of judges, expanding professional training programs, promoting alternative dispute resolution mechanisms, or modernizing legislation related to case management. A common thread running through these interventions is the emphasis on addressing operational bottlenecks that impede the timely adjudication of cases.

The reforms undertaken during the first year of the Program appear to have followed a gradual approach focused on establishing the instruments of reform and creating an enabling environment for their implementation. These measures ranged from strengthening human capital and institutional capacities to developing legislative frameworks and creating decision-support tools, such as the Judicial Observatory and the sector-wide assessment study. This approach lays the foundations for an institutional structure capable of absorbing and sustaining more far-reaching reforms in subsequent phases.

At the same time, one observation merits particular attention: most interventions focused on improving the judiciary's operational efficiency, whereas broader issues related to the quality of justice, court users' experience, and public confidence in the judicial system received comparatively less attention. This is understandable given the current phase, as assessing progress in these areas generally requires more time for meaningful results to emerge.

The importance of this dimension is further underscored by the fact that strengthening public confidence in the judicial system is one of the Program's stated objectives. In this regard, the findings of the Arab Barometer Wave IX, published in early 2026 and based on fieldwork conducted during 2025, indicated that 34% of Palestinians expressed confidence in the courts and the judicial system, while 63% reported a lack of confidence, notwithstanding an improvement from the previous survey round, in which the level of confidence stood at 27%. These findings suggest that building trust in the judiciary remains an ongoing challenge and one that requires continued monitoring of the impact of judicial reforms over the medium and long term¹⁰.

In sum, the monitoring findings suggest that these interventions have laid important foundations for meaningful judicial reforms. Nevertheless, any definitive assessment of their success in achieving the Program's overarching objectives, particularly enhancing public confidence in the judicial system and broadening access to justice, will depend upon the continued evolution of the relevant indicators and the longer-term impact of these reforms in the years ahead.

3. Deviations and Challenges

Despite the progress achieved, it is noteworthy that some of the Program's objectives were articulated in broad terms, such as strengthening public confidence in the judicial system and improving access to justice, without being accompanied by a clearly defined set of publicly available indicators through which progress could be measured on a regular and systematic basis.

Moreover, most of the interventions identified through monitoring focused on strengthening the administrative and operational efficiency of the judicial system. By contrast, fewer initiatives addressed the litigants' experiences or assessed the impact of reforms on the quality of justice services from the perspective of those who use them.

Furthermore, many key interventions remain at relatively early legislative, regulatory, or implementation stages, limiting the extent to which their tangible impact on reducing litigation periods or alleviating case backlogs can yet be assessed. As the Program is still in its first year of implementation, the results observed thus far should be understood primarily as indicators of the direction and momentum of reform rather than as a definitive measure of its longer-term impact.

¹⁰ Palestinian Center for Policy and Survey Research, Arab Barometer, Wav IX: Palestine Results, January 2026, based on a field survey conducted between October 8 and October 26, 2025.

II. Digitalization of Judicial Procedures

Official Decisions, Council of Ministers Directives, and Government Interventions	Session Number and Date/Implementing Authority
The Supreme Judicial Council launches the official website for service of process by publication: https://www.courts.gov.ps/notifications/	Supreme Judicial Council, Aril 17, 2025 ¹¹
<ul style="list-style-type: none"> - Approval of the Regulation on Judicial Notifications by Electronic Means. - Publication in Official Gazette Issue No. 230 of the Regulation on Judicial Notifications by Electronic Means and Companies No. (8) of 2025¹². - Publication in Official Gazette Issue No. 231 of the Instructions for the Use of Electronic Means in Enforcement Procedures No. (2) of 2025¹³. 	Council of Ministers Session No. (73), August 19, 2025
<ul style="list-style-type: none"> - Launch of electronic judicial notifications via SMS. - Implementation of electronic notification and electronic correspondence through the Mizan 3 Case Management System across all regular courts under the Judicial Authority. - Implementation of an electronic reservation system for communications with external entities via email through the Mizan 3 Case Management Program. - Development and implementation of an electronic payment system through Point-of-Sale (POS) terminals for revenue collection via the PalPay platform, in coordination with the Ministry of Finance and the Ministry of Telecommunications and Digital Economy. - Development and implementation of electronic notifications through SMS messages sent to Palestinian mobile phone numbers. - Development and implementation of electronic notifications through publication on the Supreme Judicial Council's website. - Development of an electronic signature application in accordance with the Electronic Transactions Law and the Electronic Signature Regulation, for use in judicial memoranda, attachments, and correspondence. - Development and implementation of an electronic form for updating information and applying electronic signatures for all litigants. - Enhancement and modernization of the Supreme Judicial Council's mobile application for electronic services. - Development and implementation of a mechanism for the electronic payment of traffic fines and application fees through the E-Sadad platform. - Electronic integration with the Ministry of Justice concerning the Registry of Translators and the Registry of Arbitrators, and incorporation of this integration into the Mizan Case Management System. - Development and enhancement of the electronic application process for Enforcement Departments and electronic disbursement of awarded amounts to successful claimants through bank transfer systems or direct payment orders. 	Supreme Judicial Council: Official Statement, and Hala Mansour ¹⁴ .

11 Supreme Judicial Council: https://www.courts.gov.ps/details_ar.aspx?id=T3QV4Da44151821670aT3QV4D

12 Official Gazette, Issue No. 23, September 28, 2025

13 Official Gazette, Issue No. 231, October 27, 2025.

14 Supreme Judicial Council: https://www.courts.gov.ps/details_ar.aspx?id=dqdCEba44227961910adqdCEb, and Mansour, previously cited source

Official Decisions, Council of Ministers Directives, and Government Interventions	Session Number and Date/Implementing Authority
<ul style="list-style-type: none"> - Development of an electronic system within the Judicial Inspection Department as part of the Mizan 3 development project, serving as a modern digital oversight tool that enables daily reviews of judges' performance based on the analysis of available digital data. - Adoption by the Supreme Judicial Council of several procedural guides designed to facilitate and standardize judicial work, most notably: the Enforcement Procedures Guide, the Code of Conduct Guide for Juvenile Cases, and the Guide for Monitoring Care Homes and Juvenile Detention Centers. - Assignment of judges specialized in gender-related cases to Magistrates' Courts and Courts of First Instance across all governorates. - Delivery of training programs for judges on human rights, violence against women, and enhancing women's access to justice, with a total of 68 judges participating. - Establishment of a specialized division within the Nablus Court of First Instance to hear cases involving abused women, with due consideration for the privacy and sensitivity required in handling such cases. Building on the positive impact of this model, efforts are underway to replicate it in three additional courts, thereby strengthening victim protection and improving women's access to justice. - Activation of the Human Rights Department, with work underway on the preparation of a procedural manual for its operations. - Organization of a judicial workshop on oversight of detention facilities and prisons to ensure respect for human dignity and the rule of law. 	<p>Supreme Judicial Council: Official Statement, and Hala Mansour¹⁴.</p>

1. Progress Achieved

The National Development and Improvement Program identified the “digitization of judicial procedures” as a strategic priority with the aim of establishing the legal framework required to advance the digital transformation of judicial processes, reduce the length of litigation, address case backlogs, and enhance the delivery of electronic justice services to citizens.

Throughout 2025, notable progress was made along two parallel tracks: strengthening the legal and regulatory framework and putting digital services into practice. The Council of Ministers approved the Regulation on Judicial Notifications by Electronic Means and Companies, and instructions governing the use of the electronic tools in enforcement proceedings were issued. These measures established the legal foundation for expanding the use of digital technologies across the court system.

At the operational level, a broad range of digital services was introduced, including electronic judicial notifications via text messages (SMS), further development of the Mizan 3 Case Management System, and expanded access to citizen-facing electronic applications. These efforts also encompassed the introduction of electronic payment systems, digital disbursement of awarded funds, electronic signatures, electronic judicial inspection systems, and electronic reservation and communication mechanisms. At the same time, efforts were made to strengthen interoperability and electronic integration among institutions across the judicial sector, alongside specialized training programs for judicial personnel on electronic notifications and the delivery of digital services.

These interventions collectively reflect a substantive shift beyond the digitization of paper-based procedures towards the development of an integrated digital judicial ecosystem encompassing case management, judicial services, judicial oversight, and supporting administrative functions. This broader digital transformation is consistent with the Program's overarching objective of strengthening the effectiveness of the judicial system

2. Analytical Observations:

Digital transformation emerged during 2025 as one of the most significant reform trajectories within the justice sector, not merely as a means of modernizing procedures, but as a vehicle for enhancing the efficiency of case management and judicial service delivery. This is reflected in the breadth of interventions, which simultaneously encompassed legislative, administrative, service-related, and oversight dimensions.

The nature of these interventions suggests that the Program approached digitalization as a means of advancing a set of interrelated objectives: expediting judicial procedures, reducing case backlogs, and improving access to services. In this sense, digitalization has evolved beyond a collection of discrete technological tools to become an integral component of a broader strategy for modernizing the administration of justice.

These efforts assume particular significance in the Palestinian context, where restrictions and closures can, at times, impede citizens' mobility and limit their access to public institutions, including the courts. The expansion of digital judicial services and electronic notification systems has the potential to alleviate some of these constraints by providing more flexible alternatives for pursuing legal procedures. In this regard, Judge Hala Mansour noted that a service office has been established in every court across all governorates to provide assistance to all segments of society, particularly with respect to electronic services¹⁵.

In conclusion, the monitoring findings indicated that, during the first year, the Program moved from treating digital transformation as a development option toward embedding it as an integral component of the day-to-day operations of the courts. This shift creates broader opportunities to further enhance the delivery of judicial services in the years ahead.

3. Deviations and Challenges

Notwithstanding the progress achieved, the information published during the monitoring period focused primarily on the implementation of digital systems and services, rather than on indicators measuring the extent to which these interventions have advanced the Program's qualitative objectives, particularly with respect to litigants' experiences, access to justice, and the effective utilization of digital services.

Moreover, a number of these interventions remain in the early stages of implementation or gradual expansion, limiting the ability to assess their impact on institutional performance or the experience of court users. This is particularly relevant given that the benefits of digital transformation typically require a sufficient period of operational maturity before their effects become fully discernible.

¹⁵ Mansour, previously cited source.

In addition, a regular and systematic framework for measuring the impact of digital services on beneficiaries and on judicial performance indicators has yet to emerge. Nevertheless, these observations should be understood within their proper context. As the Program remains in an early stage of implementation and many of the digital initiatives are relatively recent, such challenges are more appropriately viewed as areas for continued monitoring and refinement than as signs of underperformance or implementation setbacks.

Findings

1. The monitoring findings for 2025 demonstrate tangible progress in the implementation of interventions under the twin pillars of judicial efficiency and the digitization of judicial procedures. Progress was evident across several dimensions, including the adoption of legislation and regulatory frameworks, the strengthening of institutional and human capacities, and the establishment of the infrastructure needed to support digital services within the courts. Taken together, these developments suggest a gradual shift from the Programming stage toward the practical implementation of key justice-sector reforms.
2. Digital transformation emerged as the most prominent reform trajectory during the monitoring period, with interventions spanning legislative, administrative, service-delivery, and oversight functions alike. These efforts are of particular significance in the Palestinian context, where movement restrictions and closures can impede citizens' access to public services, including judicial services.
3. Judicial reform during 2025 proceeded through a gradual process of establishing and strengthening its enabling environment, encompassing the development of the legislative framework, the enhancement of institutional capacities, and the expanded use of technology in judicial work. This approach has also contributed to addressing the operational, financial, and institutional challenges facing the justice sector.
4. Preliminary indicators point to improvements in court performance, most notably the increase in the case disposition rate to 135% of the total number of cases filed during the year. Nevertheless, there remains a need to strengthen and systematically publish indicators that capture the qualitative dimensions of reform. Such indicators would enable a more comprehensive assessment of the reforms' impact on the quality of judicial services, access to justice, progress toward the Program's objectives, and overall court performance.
5. Despite the progress achieved in implementing reform measures and interventions, there remains a need to develop more systematic mechanisms for assessing their impact on litigants' experiences, the quality of judicial services, and the actual utilization of digital services. Such mechanisms would make it possible to evaluate outcomes from the beneficiaries' perspectives.
6. These reforms were implemented within a complex operational and institutional environment shaped by multiple interrelated factors, including occupation-related restrictions and closures, the broader fiscal crisis, the salary crisis affecting judges and court personnel - which has increasingly been viewed as a threat to the stability of the judicial system - limited human and technical resources, and ongoing challenges relating to the financial and administrative independence of judicial institutions. Collectively, these constraints have shaped both the priorities of reform and the nature of the interventions undertaken. The monitoring process also underscored the importance of strengthening institutional coordination between the Government and the Supreme Judicial Council in the design and implementation of justice-sector reforms, to ensure that interventions are aligned with the sector's actual needs and priorities.
7. As the Program remains in the implementation phase, the current monitoring results are best understood as indicators of emerging reform trends and priorities of the initial stage, rather than as a definitive assessment of overall achievement or the extent to which its longer-term objectives have been realized.

Recommendations

First: Transparency and Access to Information:

Develop a regular and publicly accessible mechanism for measuring and publishing judicial performance indicators and statistical data relating to court operations, including the duration of litigation, case disposition rates, the volume of judicial backlogs, and levels of utilization of electronic services. Such a mechanism would enhance transparency and enable oversight bodies, civil society organizations, and the public to monitor progress in the implementation of justice-sector reforms and to assess their outcomes objectively.

Second: Accountability and Performance Measurement

1. Develop a clear framework for measuring the impact of judicial reforms that extends beyond monitoring implemented activities and procedures to encompass the assessment of outcomes achieved in reducing the length of litigation, addressing judicial backlogs, improving access to justice, and enhancing the quality of judicial services.

2. Establish a regular mechanism for measuring the satisfaction of litigants, lawyers, and recipients of judicial services with the services provided, including digital services, and ensure that the findings are published and utilized in the development of judicial policies and procedures.

3. Conduct periodic reviews of the impact of newly introduced legislation and procedures, including the electronic notification system, mediation mechanisms, and other reform interventions, in order to assess the extent to which they contribute to achieving the justice sector's stated objectives.

Third: Participation and Institutional Coordination

1. Strengthen institutional coordination and consultation between the Government and the Supreme Judicial Council in the development of Programs, policies, and reforms related to the justice sector, ensuring alignment between national priorities and the sector's actual needs, while drawing upon specialized technical and institutional expertise.

2. Enhance channels of regular dialogue and consultation with civil society organizations, professional associations, and other relevant stakeholders when evaluating the implementation of judicial reforms and monitoring their outcomes, thereby reinforcing public oversight and contributing to the improvement of public policy.

Fourth: Sustainability of Judicial Reforms

1. Develop a dedicated Program to address accumulated case backlogs and construct new court facilities.

2. Strengthen the administrative and financial independence of the Supreme Judicial Council and provide more stable financial allocations for the justice sector, thereby supporting the sustainability of modernization and development programs while reducing excessive reliance on external funding.

3. Continue developing the justice sector's digital infrastructure, progressively expanding electronic services and interoperability among relevant institutions, in order to improve the efficiency of judicial procedures and facilitate citizens' access to justice services, particularly for marginalized groups and underserved areas.

4. Complete the development of legislation related to the modernization of the justice sector, including legislation governing remote trials, criminal procedures, mediation, and legal aid, with a view to expediting judicial processes and strengthening access to justice.

5. Continue the cumulative monitoring and evaluation of judicial reform outcomes over the coming years in order to assess their actual impact on the quality of justice, public confidence in the judicial system, and the accessibility of justice services.

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Interviews:

Judge Hala Mansour, Head of the Programming Department at the Supreme Judicial Council. Personal interview conducted on May 24, 2026.

Official Website of the Supreme Judicial Council:

<https://pmo.pna.ps/en/Article/5969/Palestinian-government-advances-key-measures-to-strengthen-governance-and-rule-of-law?utm>

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

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

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

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