

THE MALICIOUS GRIEVANCE IN THE JORDANIAN LEGISLATION**Dr. Ali Mohammad Ali AlJabali**

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Email: alialjbaly2@gmail.com**Abstract**

The administrative grievance is one of the forms of self-control exercised by the administration over its work. It is one of the legal controls and legal guarantees granted by the legislator to the stakeholders to object to the defective management decisions. By providing correct information, it does not harm any party in the dispute, and has no aim other than to do justice to the complainant, However, the complainant may sometimes resort to providing false and malicious information with the aim of misleading, or offending the complainant against him, thus removing the grievance from the legitimate circle. Given the importance of the grievance in reconsidering the administrative decision and settling administrative disputes in the bud, the Jordanian civil service system, when organizing the administrative grievance, drew attention to the malicious grievance, explaining its illegality, and the penalties that result from it. In addition to the criminalization of some other Jordanian laws for the act of providing false information, as it constitutes serious crimes against society.

Accordingly, the study talked about how the civil service system and Jordanian legislation dealt with malicious grievance, and the study concluded that the Jordanian legislator has done well in adopting the malicious grievance system in order to protect rights from abuse and humiliation and the possibility of establishing criminal responsibility against the malicious complainant, The offense of contempt, and the consequent tort civil liability based on compensation based on the damage suffered by the aggrieved, The study recommended tightening the disciplinary penalty and reconsidering it in the event of a court ruling condemning the complainant as a result of his malicious grievance .

The Introduction

Modern countries are based on the principle of legitimacy and the rule of law, and the administration's applying of its functions and its relationship with employees may result in illegal acts that violate the law and affect their rights and cause them damages. Which calls for a search for ways to resolve these disputes by the two parties in amicable ways, the most prominent of which is the administrative grievance, which provides the opportunity for the administration to review its position and correct its illegal behavior in order to achieve administrative justice, and to find a solution or reconciliation between the individual and the administration in easier ways, before resorting and transferring the dispute to the judiciary. While the legal texts of the public office recognize the administrative grievance in general, it must be surrounded by a coherent, integrated and clear private legal group. It includes how and procedures for practicing it in an accurate manner surrounded by a set of guarantees that would contribute to achieving the purpose of its existence, and obligating the administration with a set

of obligations that must be taken into account when dealing with this procedure.

Administrative grievance is one of the forms of self-control exercised by the administration over its work based on a grievance submitted by the employee to whom the administrative action is directed. One of the forms of legal controls and legal guarantees granted by the legislator to those concerned, to object to the defective management decisions, which affect their legitimate interests, detract from their acquired rights, or affect their legal positions due to them. (1)

Given the importance of the administrative grievance in being a means of settling administrative disputes in its infancy, and as it constitutes an important step in reconsidering the administrative decision, based on statements or evidence provided by the stakeholder to the administrative body, These statements and evidence must be based on true and correct information that does not harm any party in the litigation, and has no aim other than to do justice to the aggrieved stakeholder. however, since the human soul is a sign of evil, it may happen sometimes. That the aggrieved party resort to a grievance by submitting malicious, incorrect information aimed at misleading the administrative authority looking into this grievance, or offending the other party to whom the litigation is directed, with the intent of harming him, or taking revenge on him, or settling any accounts between them, or getting rid of the penalty.

And the Jordanian civil service system did well when it drew attention to malicious grievance, when organizing the administrative grievance. A special article was devoted to it (Article / 163) that includes a reference to this type of grievance, how the administration deals with its owner, and the penalties that result from it, in addition to the fact that some other Jordanian laws have been exposed to the subject of providing false information as these acts constitute serious crimes. on the society .

In order to see this problem and how to address it in the civil service system and Jordanian legislation, this study will be divided into two sections:

The first topic: What is the malicious administrative grievance?

The second topic: the legal responsibility for malicious grievance.

The study Problem :

There is a set of actions intentionally resorted to by the applicant for administrative grievance, which disturbs the applying of justice, makes his grievance a malicious grievance, and alerts the Jordanian civil service system to this situation, and holds accountable those who squander and waste rights to their owners, by clarifying the following questions:

- What is the legal nature of acts that violate the applying of justice stipulated in the civil service system in the context of malicious grievance?

- What are the penalties for committing acts that violate the course of justice according to the civil service system and other Jordanian laws?

The importance of studying :

Highlighting the role of the Jordanian civil service system in protecting administrative decisions and disciplinary authorities from any actions aimed at violating the course of justice, and wasting rights on their owners, through the abuse of the right of grievance, and clarifying the penalties resulting from these acts, whether administrative, criminal or civil.

The first topic

What is a malicious administrative complaint?

The administrative grievance system is basically an easy, flexible and friendly way to resolve disputes, in the event of a defective administrative decision and avoiding the errors resulting from it. Giving individuals the opportunity to review the administration before resorting to the judiciary to protect their rights and interests, as well as allowing the administration to review itself and reconsider the decisions it issued that may be unfair and flawed against those it was issued against, so that it can withdraw the decision, or It amends it, if it is convinced of the validity of the grievance submitted to it, and the dispute is settled without leading to a judicial dispute, which may contribute to restoring confidence in the administration. (2)

Accordingly, this topic will be divided into three demands: we talk first about the concept of malicious grievance, and in the second about malicious grievance in the civil service system, and in the third about the conditions and procedures for grievance.

The first requirement: the concept of malicious grievance:

First, in language:

By grievance, the language of grievance is meant to complain about injustice, and the grievance is the one who complains about a person who has wronged him, and it is said, “So-and-so wronged me, meaning he inflicted injustice on me,” and “so-and-so grieved to the ruler from so-and-so, so he wronged him unjustly.” That is, he is fair to his oppressor, and he helps him, and the oppressors are the ones who prevent the people of truth from their rights. And it is said, “You wronged him, and he was wronged,” i.e., patience in the face of oppression (3)

As for maliciousness, it is derived from the infinitive *cad*, and the meaning of maliciousness in the language revolves around cunning, malice and fraud with an evil will (4). The linguistic meaning of maliciousness corresponds to the idiomatic meaning of a harmful will that is not hidden. (5)

The term maliciousness with its derivatives has been mentioned in many verses in the Noble Qur’an, and its meanings revolve around its linguistic and idiomatic meaning, in planning, betrayal, and trickery in secret.(6) That is why Islamic law forbids claiming falsehood, when Ibn Omar, may God be pleased with them , narrated, he said: I heard the Messenger of God, may God bless him and grant him peace, say: “He whose intercession prevents him from limiting God’s limits has gone against God, and he who quarrels over a falsehood while he

knows it, will continue to be in God's wrath until it is removed..." (7)

Secondly, idiomatically

An administrative grievance is generally defined as a request submitted by one of the individuals affected by a defective or inappropriate administrative decision, to the authority that issued the decision, or to the presidential authority, requesting its withdrawal or amendment.(8)

It is also known as a legal means of settling administrative disputes by the administration itself, whether it responds to the request of the person concerned to amend the administrative decision or withdraw it in whole or in part.(9) It is also known that the person concerned has resorted to the administration complaining of an administrative decision that he believes is defective and has caused him material and moral harm, and demands the annulment of this decision in whole or in part.(10) It is also a request submitted by the person concerned to the administration, requesting reconsideration of a defective administrative decision, either by withdrawing it, amending it, or canceling it within a legally specified date. (11)

As for the malicious grievance, and despite the fact that none of the jurists of administrative law has defined it as an administrative concept, it can be defined as: The owner of the administrative grievance includes in his grievance false and unfounded allegations and accusations, in an illegal manner, trying to disrupt the procedures, or pay the damage for himself Or achieving some illegal gain, or offending and harming the aggrieved party and pressuring him to conciliate or waive.

Accordingly, the malicious complaint must contain some elements that are represented in: incorrect information, with the intent to harm the aggrieved person, whether by diminishing and denying his right, refusing to grant him this right, or blackmailing him financially or morally by causing harm and damage to his reputation as a result of false accusations that are not It is well-founded and reflects the weak religious scruples and the low moral values of the complainant.

The second requirement: malicious grievance in the Jordanian civil service system

In the civil service system, the Jordanian legislator organized the administrative grievance in general in a clear and explicit manner in a separate chapter (Chapter Seventeen, Articles from 161-165), with the aim of strengthening the principle of transparency and justice, limiting and correcting administration errors and abuses, as the system indicated in Articles (73/ e, 169 / c) to the grievance in the sense of objection when the employee was given the right to object to the annual performance report, and to object to the decision to lose his job.

Although the civil service system did not clearly and accurately define the meaning of administrative grievance, and it merely indicated the importance of grievance and the cases in which grievance may be lodged, and the formalities and procedures for grievance, and the mechanism and how the administration deals with grievances submitted to it and the results of that, but it is noted that the civil service system addressed to the malicious grievance, and dedicated to it a special article (M / 163) in which he spoke explicitly about this type of grievance, and stressed the necessity of the correctness of the grievance information, explaining

that the malicious grievance exposes the woman to disciplinary accountability. Leaving that to the judiciary in order to free the judiciary by achieving justice.

It is indicated in this regard that (M / 163) of the civil service system, indirectly indicated that the malicious complaint is based on incorrect information and aims to offend others, and with this reference, the civil service system did not deviate from the linguistic or idiomatic meaning of the malicious meaning, Where he stressed the necessity of having two elements: incorrect information, and the intent to harm others.

As for the disciplinary responsibility for malicious grievance, it was indicated (M / 163) of the civil service system, that the malicious grievance, when proven against its owner, entails the disciplinary measures stipulated in the civil service system, and this will be discussed in the second section of this study.

From the foregoing, we conclude that the Jordanian legislator has warned against resorting to malicious grievances, distorting the facts, influencing the course of justice, and violating the conduct of disciplinary procedures, whose administrative decisions aim to preserve public office, achieve integrity and justice, and hold violators accountable.

The Jordanian legislator showed his interest in the issue of grievance by dedicating a single chapter on it, due to his awareness of the importance of grievance in settling disputes and returning rights to their owners and not embarrassing the administration in the event of a court ruling rescinding its decision if it was unfair or defective. Legal guarantees that make it more realistic and efficient in resolving the administrative dispute, and that the grievance is based on real facts, in order to protect the public employee from what affects his reputation or affects his freedom and dignity, or his family or professional future, as it was emphasized in Article (162/a) of The civil service system requires the employee to verify the validity of his grievance or information before submitting the grievance.

He added, warning in Article 163 of the same system, "If it becomes clear that his grievance is not based on correct information and that behind it is malicious intent or aims to personally offend others, then the owner is subject to legal accountability and the disciplinary measures stipulated in this system shall be applied against him."

The Jordanian legislator aims from the administrative grievance to a number of objectives, including: strengthening the principle of transparency and justice with regard to the rights of the citizen and the employee, opening channels of communication between employees and management, reducing errors and abuses related to the employee's rights, duties and obligations, work controls and job behavior, preventing the recurrence of abuses and mistakes and contributing to fight corruption (12)

The well-organized administrative grievance, accompanied by a set of guarantees, makes the administration look for friendly solutions with individuals, to reconsider its actions effectively, and motivates individuals to resort to this procedure, whether it is optional or mandatory.

The third requirement: the conditions and formalities of the grievance:

The Jordanian legislator left the issue of submitting a grievance to administrative decisions optional to the aggrieved, as there is no binding legal text for submitting the grievance before

resorting directly to the judiciary. Therefore, resorting to grievance is an optional issue that belongs to the aggrieved, but there are a set of conditions, rules and formalities that must be met by the administrative grievance until It produces its legal effect, including the following:

- That the complainant has capacity and interest, which are among the conditions for accepting the lawsuit in general, so that the administrative decision affects the legal position of the complainant in a negative way.

- Submitting the grievance after the issue of the contested decision and before filing a lawsuit, and based on that, the grievance does not have its effect if it is submitted against a decision that has not yet been issued, or against a preparatory act issued by the administration, or against an administrative act that is not considered an administrative decision , or against a non-final administrative decision, or against a final administrative decision that has not been published, or announced to the person concerned, or of which he has no certain knowledge. (13)

- The grievance is submitted to the administrative authority that issued the decision or to its governing bodies, in a clear and specific manner, focusing on a specific decision, including a number of data such as: the details of the grievance, the decision grieved against and the date of its issuance, the reasons for the grievance, and any attachments related to it (14), either (Article 165 / a) of the Jordanian civil service system, it indicated that the grievance is submitted to a special committee to be established in each department, or to the minister directly.

- That there is a benefit in the outcome of the grievance, so that the competent administrative authority, if it is convinced of the validity of the reasons contained in the grievance submitted to it, can withdraw the grieved decision or amend it from a legal point of view, either in the event that the competent administrative authority is unable to withdraw the decision, or amend it, or If the decision itself is difficult to withdraw or amend, the administrative grievance becomes useless, and in this case the person concerned can resort to the judiciary directly to file a cancellation claim.(15)

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- The grievance shall be submitted in writing within a period not exceeding ten days from the date of the occurrence of the case, or the concerned person shall be notified of the decision subject of the grievance, and it shall be decided upon within a period not exceeding thirty days from the date of its submission. to the Civil Service Bureau. (17)

- The grievance should be in accordance with the regulations and instructions issued in its regard, and include correct information, and it is not intended to maliciously or personally offend others.(18)

- The grievance is verified by a special committee (the grievance committee) formed in each

department for this purpose, by following transparent and documented procedures, and based on evidence and objective evidence. (19)

The second topic:

Legal responsibility for malicious grievances

There is a set of actions related to evidence, which the violator takes to change the facts incorrectly, and to form a wrong idea, with the administrative or disciplinary authorities and mislead them, which constitutes a great difficulty for the administration or disciplinary authorities before forming an opinion on the issue before them, and it is one of the crimes that disrupts The conduct of justice and affect its proper implementation, and it is one of the serious issues as it is not directed against an individual. But in fact, it is against justice, and against the public interest, and therefore the abuse of the right of grievance regulated by law, and accordingly the Jordanian legislator has been keen to impose disciplinary sanctions and penalties against these acts, if they rise to the level of crime, trying to prevent or limit them.

The administration's imposition of a disciplinary penalty on the employee with the malicious grievance, according to (M / 163) of the Jordanian civil service system, does not prevent the legal prosecution of this employee for his incorrect information, which caused harm to the complainant, especially since the use of the right in general is permissible. And misuse of it entails legal responsibility.

To clarify this, this topic will be divided into three demands: we deal in the first with administrative responsibility for malicious grievance, in the second with criminal liability, and in the third with civil responsibility

The first requirement: administrative responsibility

(M / 163) of the Jordanian civil service system talked about the administrative responsibility of disciplinary responsibility for malicious grievance, that malicious grievance, when proven against its owner, entails disciplinary measures stipulated in the civil service system, and it clarified (M / 141 / A) From the same system, the disciplinary penalties that an employee who violates the laws, regulations and decisions in force may be subjected to, which include the following penalties:(Alert, warning, deduction from the basic monthly salary, not exceeding seven days per month, Withholding the annual increase for a period of one year, withholding the annual increase for a period of three years, withholding the annual increase for a period of five years, dispensing with service), and the system left the determination and selection of the type of penalty to the discretion of the administration, which depends on the gravity of the incorrect information in the malicious grievance, and the amount Offending others or the public administration.

The second requirement: criminal responsibility

The principle in matters is that they are permissible unless evidence of restriction and prohibition is provided. Accordingly, the aggrieved person has to resort to all means to obtain his right, without wasting the rights of others by infringing on them, by a heinous act that

amounts to a penal crime.

The action of the complainant may amount to a criminal offense, through the elements and elements of the crime he committed, represented by his actions and incorrect statements that offended the aggrieved against him, and these actions may amount to one of the crimes stipulated in the Penal Code if its elements are fulfilled, namely:

1- Making up crimes

The Jordanian legislator did not set a definition of the crime of fabricating crimes, but it stipulated it and satisfied with specifying its elements, in (M / 209) of the Penal Code. (20)

This crime is based on informing a representative of the public authority about an incorrect fact that was not committed, or was a reason for conducting a preliminary or judicial investigation by fabricating material evidence of a crime that was not committed.

And some jurists defined it as news of an incorrect incident that requires the punishment of the person to whom it is attributed, directed to the judicial authority, coupled with the criminal intent, and the transmission of information is by one of the means of expression: such as oral speech, writing, or an understandable sign. (21)

Those who follow the text of the article above, notice that the offense of fabricating crimes deals with reporting a crime that was not committed, or fabricating evidence of such a crime, without attributing that to a specific person, and also that the news is directed to the judicial authority, or an authority that must inform the judicial authority. Therefore, the crime of malicious grievance cannot be considered a crime of fabricating crimes, for the absence of the elements or elements of this crime, the fact that the malicious grievance must be clearly defined, directed against a specific administrative decision, or to the person who issued this decision, and that the disciplinary authority or the administrative body that The complaint is submitted to it, the concept of the judicial authority, or the authority that must inform the judicial authority of the existence of the crime, does not apply to it.

2- Slander

The crime of slander is lying about others in a way that does not satisfy them or creating a case that has no basis, and it is one of the crimes stipulated by the Jordanian legislator and defined in (Article / 210) of the Penal Code, that it is anyone who submits a complaint or false news, to the competent judicial authorities, That a person committed a misdemeanor or violation, or fabricated evidence indicating the occurrence of such a crime, knowing his innocence, with the criminal intent of racist knowledge and the offender's desire to harm the victim, discredit him, or take revenge on him for one reason or another. (22)

As it has been defined, it is the knowledge of the slanderer of the innocence of the person against whom the complaint was made, or the news of a crime committed, or if he fabricated material evidence against him indicating the occurrence of such a crime, whether the form of the complaint or news is for confirmation or doubt, it is an attempt to shade justice, and harm interests the public, and the whistleblower against him, exposing him to suspicion and the

troubles of investigation and trial. (23)

And (Article / 210) indicated the penalty for whoever commits that act, according to the importance of that attribution, with imprisonment from one week to three years.

It is noted that the aforementioned (M/210) stipulated that for the crime of slander to take place, it must be submitted to a judicial authority, or an authority that must inform the judicial authority. Therefore, the incorrect information contained in the malicious complaint, there is no room for the text of this article to apply in this case.

3- Crimes against honor

The Jordanian legislator stipulated in the Penal Code and in Chapter Two and under the title “Crimes against Public Authority” on the acts that undermine the honor and dignity of human beings under the crimes of slander, slander and contempt:

- A- Crimes of slander: The Jordanian legislator defined this crime in (M/188/1) of the Penal Code, by saying: “Slander: is attributing a certain substance to a person - even if it is a matter of doubt and questioning - that would affect his honor and dignity or expose him to hatred. People and their contempt, whether that article is a crime that requires punishment or not.
- B- Crimes of slander: The Jordanian legislator defined them in (M/188/2) of the Penal Code, by saying, “Slander: is an assault on the dignity, honor or consideration of others - even if it is in the context of doubt and questioning - without specifying a specific article.

If the actions and expressions contained in the malicious complaint go beyond the scope of public morals and the customs of the job, and transcend them to the person against whom the aggrieved party, in order to harm his honor, honor or dignity, then they fall within the scope of the Penal Code, since it criminalized them and imposed the punishment stipulated by the law, but it It is noted through (M/189) the penalties that stipulate the occurrence of the offenses of slander or libel, that the crime take place openly and face to face in the council by confronting the victim, as well as in absentia in the presence of people collectively or individually, as stipulated by the law and in the same article, for the offense of slander and written libel to take place What is published and broadcast among people or what is distributed to a group of them of writings, drawings, pictures or drawings, or drafts of drawings, and what is sent to the victim of open letters and postcards.

Looking at the malicious grievance letter, we find that it is not addressed to the public or the public, but rather to a specific person by law, as this was determined by the civil service system, which required submitting the grievance to the Grievance Committee or the presidential grievance to the minister directly (24), and therefore the offense of defamation and face-to-face slander does not apply Or written and there is no room for the work of the principle of publicity in this case. Accordingly, there is no room for these texts to work as a criminal offense for the malicious complainant.

C - Crimes of contempt: defined by the Jordanian legislator in (M / 190) of the Penal Code, and the images in which the offense of contempt occurs by saying: “Contempt: is any slander

or insult – other than slander and slander directed at the victim face to face with words, movements, or writing Or a drawing that was not made public, or by telegram, telephone, or harsh treatment,” as she added (M / 360) of the Penal Code, by saying, “Whoever demeans a person outside of slander and slander in word or deed, face to face, or in writing addressed to him, or With the intention of informing him about it, or by extending the tongue over him, or by a specific gesture, or by a harsh treatment....”

We note from the foregoing that the Jordanian legislator has stipulated publicity for the occurrence of the offenses of slander and defamation, but in the offense of contempt the legislator did not require directing it in an open manner, and it included in its forms in writing, and this is what was stated in (M. 190 / Penalties). To the complainant in a written and non-public manner (not to the public), and therefore this crime can apply to the malicious petitioner, including maliciousness and incorrect information that rises to the level of contempt, with the aim of offending the administration or its persons (the complainant).

In the event that the offense of contempt applies to the malicious grievance, the Penal Code stipulates the penalty for this crime in (M/360) of the Penal Code, with imprisonment for a period not exceeding one month or a fine not exceeding ten dinars, and this depends on the incorrect information contained in the Grievance, as the situation may differ from one incident to another.

The third requirement: civil responsibility

The result of a criminal offense and its proof leads to the establishment of tort liability, due to the aggrieved party’s assault on the rights of others, which necessitates compensation for the damage inflicted on others, according to the provisions of Article 256/Jordanian Civil Code, which stipulates that “every damage to a third party obligates the perpetrator even if It is not distinguished by guaranteeing damage.” Therefore, the law required for tort liability to be established elements that can be summarized as follows:

- Error: It is a person’s breach of a legal obligation required by law to protect rights.
- Damage: It is the person who suffers a right or a legitimate interest.
- The causal relationship is that the damage is the result of a person's fault.

The Jordanian legislator has specified the material damage (M/266/Jordanian civilian) and moral (M/267/Jordanian civilian), and it is indicated that there is no room in this regard for the text of (M/266/Jordanian civilian) because it talked about material damage and what It is too late, as here there is no room for material damage or loss to be incurred by the aggrieved party.

As for moral compensation, referring to the previous article, and assuming that the act of contempt is proven, this is considered an infringement on others in their honor, honor, reputation or social consideration, and (M/365) of the Penal Code also referred to the possibility of the aggrieved party to claim what It is believed that he sustained moral damage, and therefore the malicious grievance claim is considered an infringement that requires compensation, and the value of the compensation resulting from this damage is estimated by the competent court, by the experts appointed by the court to estimate the compensation to redress the damage

incurred by the complainant, as a result of the malicious grievance on the grounds of Including (the nature of the crime, the severity of its impact on the victim, the age of the victim, his social status, his educational level, his job or administrative position,)

The results

- The Jordanian legislator in the civil service system has done better by adopting the grievance system to protect rights from abuse and humiliation and surround it with a set of legal guarantees such as resorting to the Civil Service Bureau in the event that the administration does not decide on the grievance within the specified period.
- The Jordanian legislator preferred the civil service system by not addressing the criminal offenses and the penalties related to them, leaving the matter to the Penal Code, the parent law in penal work to prevent conflict of provisions.
- The possibility of criminal liability against the malicious complainant, with the offense of contempt, and the subsequent tort civil liability based on compensation based on the damage suffered by the complainant.

Recommendations:

- Tightening the disciplinary penalty against the aggrieved party in the event of a court ruling concluded by his heinous acts, and reconsidering the disciplinary penalty that was previously granted to him as a result of his malicious grievance, to be compatible with the judicial decision.
- Conducting awareness programs for employees to clarify their legal and functional rights and to familiarize them with them, in order not to infringe on the rights of others, and to indicate the seriousness of malicious grievance and the penalties that the employee may be subjected to as a result of that.
- The necessity for the Jordanian legislator in the civil service system to standardize the legal terminology related to the grievance, as the term objection was used sometimes as mentioned in Articles (73/e, 169/c), and sometimes with grievance as mentioned in Chapter Seventeen.

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