CORPORATE GOVERNANCE AND ORGANIZED CRIMES: COMPARATIVE ANALYTICAL STUDY OF THE LEGISLATIVE ROLE

Tayil Mahmoud Shiyab *, Mohammad Amin Alkrisheh **, Alaa Y. Darawsheh ***

* Corresponding author, College of Law, Al Ain University, Al Ain, the UAE
Contact details: College of Law, Al Ain University, P.O. Box 64141 Al Ain, the UAE
** College of Law, Al Ain University, Al Ain, the UAE
*** College of Law, Yarmouk University, Irbid, Jordan

Abstract

This research aims to study the organized crime, its characteristics, and the legislative role in combating it. Due to its reception of many refugees from Syria, Iraq, Yemen, and Libya, the United Arab Emirates (UAE) and Jordan witnessed a widespread of numerous forms of organized crimes such as drug crimes, money laundering, and human trafficking. The authors seek to clarify how Emirati and Jordanian lawmakers dealt with such crime, and whether their legal texts were sufficient and consistent with international conventions. An analytical and comparative approach was the methodology utilized to conduct the study. The authors tackled this research through, the demonstration of the concept of organized crime in the international conventions and national legislation and the viewpoints of Jurisprudence in this regard. Organized crime is described as a threat to national security and as a crime that has dire political implications at the national and international levels (Campbell, 2014). The research has focused on the laws concerning common organized crimes such as narcotic drug trafficking, human trafficking, and money laundering. This research highlighted the efforts exerted by legislators in both countries to combat organized crimes. The findings indicate that both countries enforced specific laws and regulations to stop such crimes.

Keywords: Corporate Governance, Regulation, Organized Crime, Narcotics Crimes, Human Trafficking Crimes, Money Laundering Crimes

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1. INTRODUCTION

Criminality is a natural social phenomenon. We may conclude that crime was present in all old and new societies. From the beginning of humanity, murder, theft, abuse, and others were ordinary crimes. The need for food, warmth, and survival led humans in ancient societies to commit crimes in order to preserve their survival and permanence. However, crimes began to evolve and diverge until they became a grave concern for societies and states. Just like everything else in our communities, the nature of criminal activities has been changing, too. The new changes in the modern world have brought about new types of crimes such as terrorism and organized crime (Campbell, 2014). Crimes were just ordinary in the past with their scope limited to the state in which they occurred. However, in recent times, crime has gone beyond the borders of the state through the so-called organized crime. The pursuit of outrageous wealth and collecting money led the criminals to create a new type of criminality represented in organized crime. This crime, with its novel criminal elements, has been earning huge amounts of money, often from illegal sources such as human trafficking, drugs, weapons, and money laundering (Toth, Gel, & Kahalmi, 2015, p. 23; Albanese, 2021). Organized crime has affected not only poor countries, but its effects reached the rich countries as well. Thus, this crime became one of the main and serious problems facing the international community. Organized criminality, known in legal communities as organized crime, is the most important challenge facing all countries being one of the transnational crimes. This is because these crimes constitute the most dangerous pattern of crimes in the modern era, given their risks and effects that are not limited to one country only but extend to affect many countries. These new criminal practices have developed so rapidly that they are now at the top of criminal justice agendas in many countries, as they pose an increasing threat to public order, national security, and economic stability (Sergi, 2015).

Thus, all countries have attempted to combat organized crime through conferences and agreements to reduce this crime. The United Arab Emirates and Jordan have ratified the Palermo Convention of 2000 (United Nations, 2004) and adopted special legislation to combat organized crime, including laws related to drug trafficking, human trafficking, and money laundering.

The importance of the research stems from the identification of the seriousness of organized crime at the national and international levels, as it has become a severe concern to all societies. Organized crime is not limited to certain individuals or specific countries. Its effects span to include the international community. Drug trafficking, human trafficking, or money laundering crimes affect the international community in all social, economic, and security aspects. Thus, and based on the seriousness of this crime and its vast effects, this research demonstrates how the UAE and Jordanian legislators dealt with this crime.

This research aims to demonstrate the concept of organized crime, its characteristics, and the legislative means employed by the UAE and Jordanian legislators to limit this crime. These two countries were selected because of the geopolitical significance they have in the Middle East. The UAE is a top destination for investors and tourists of different nationalities. The wide diversity of cultures and nationalities has made it fertile soil for those who seek to make quick gains; resulting in the rise of many forms of transnational organized crime including drug trafficking, money laundering, and human trafficking crimes. This urged the UAE legislative authorities to establish stricter legislation to tackle these crimes. On the other hand, Jordan has witnessed an influx of Syrian and Iraqi refugees, which resulted in a significant increase in the population and the emergence of new types of crimes, such as drug trafficking, human trafficking, and money laundering. This research focuses on the laws that aim to fight the illegal practices related to the above-mentioned because these crimes are very common in this region. It also aims to highlight the efforts made by the UAE and Jordanian legislators to stop these criminal practices.

The research problem helps to identify how the UAE and Jordanian legislators managed to combat organized crime from a legislative point of view, and whether these legislations are sufficient to limit this crime, or the legislative provisions governing this crime need modifications or additions.

The structure of this research study is as follows. Section 2 is the literature review that includes a definition of concepts as organized crimes, and their characteristics. Section 3 presents methodology. Section 4 describes specific national criminal provisions limiting organized crimes. Section 5 concludes the paper.

2. LITERATURE REVIEW

2.1. Organized crime definition

Organized crime is any behavior that poses significant economic, social, and security threats to the nation (Soliman, 2006, pp. 104–105). Campbell (2004, p. 227) described it as a threat to national security, and as a crime that has dire political implications at the national and international levels. Bouchard (2020), on the other hand, defined organized crime as a secret practice based on trust among the gang members; this attitude of secrecy and trust is the main engine of criminal activity. Unlike other crimes, it is not a single crime committed by one person. Rather, it is a criminal project characterized by high self-organization and professionalism, while involving a large number of criminal activities carried out through cooperation between criminals who use crimes as a way of living (Sroul, 2016, p. 145). In many ways, organized crime is similar to white-collar crime, as they both require high organizational skills and rational thinking in planning and execution (Albanese, 2018).

Criminals in organized crime seek richness using several methods of intimidation to achieve their criminal objectives represented in collecting enormous profits, establishing control, and influence. The seriousness of this form of new crime increased due to its tendency to establish its control

1 The United Arab Emirates ratified the Convention against Transnational Organized Crime on December 11, 2002.
2 Jordan ratified the Convention against Transnational Organized Crime in 2009, which was published in the Jordanian official newspaper (Issue 4960, April 30, 2009).
on the legitimate bodies in the state, the abundance of profits that it achieves, and the ease of concealing or covering it under some legitimate or permitted activities, especially in the context of multinational companies (Soliman, 2006, p. 104–105).

The Fifth International Conference for Combating Crime and Extradition conducted in Geneva in 1975 defined organized crime as the crime involving a complex and widespread criminal activity carried out by a group of people at a degree of regulation with the objective of achieving wealth for the involved at the expense of society and its members. It is often committed through complete negligence of the law, and involves crimes of people, and is often linked to political corruption.

The Council of the European Union defined organized crime in 1998 as a group of two or more persons working continually and systematically to commit crimes penalized with a deprivation of liberty of four years at least or more severe penalties, whether these crimes are an end in themselves or a means of making a profit, and uses the right to exercise influence in public authority personnel when necessary. Similarly, organized crime was defined at the level of Arab conferences to combat developments in the field of organized criminality held in Tunisia on October 14, 1994, as a gathering of persons in a distinct, informal organization led by a gangster who controls a group of criminals within an existing hierarchical structure and hierarchies based on precise and complex foundations, and governed by internal disciplinary rules. Each member of them undertakes special tasks in order to commit well-planned criminal acts and resort to violence, media, administration, or judiciary when necessary to obtain as much material gains as possible. These groups are characterized by permanence and continuity in instilling terror, corruption, and dominance in the field of criminal activity that does not pay attention to national borders and extends its influence as much as required by the interest of the organization. For these crimes to be of an international dimension, their effects shall have transcended the unified national territory (Soliman, 2008, p. 145).

As the law did not define organized crime in most legislation, particularly the UAE and Jordanian legislation, jurisprudence differed in defining organized crime. Some defined organized crime based on the role it plays in the economy. Thus, organized crime is defined as a criminal organization composed of several persons or groups committing illegal activities to achieve profits, and they are connected by a complex and precise organization, the same as any other economic organization in the sense that they have a chairman, members, and implementers of the organization’s policies and they have penalties as well (Al-Basha, 2002, p. 34; Sorour, 2005, p. 13; Kamel, 2001, p. 73).

If we consider the definition of organized crime in terms of structuring and work arrangements, it may be defined as a criminal community functioning outside the context of the law and the government, including thousands of criminals who work according to a very precise and sophisticated system that surpasses the systems adopted by the most developed or advanced institutions. The members of this community are subject to legal provisions they have enacted for themselves. These legal rulings impose strict provisions on those who defy the community’s framework and instructions. They follow while committing their criminal activities, accurate and well-considered plans that bring them a huge amount of money (Pradel, 2007). Some have defined it as a crime that is mainly based on an established and firm organization. This organization has a hierarchical structure, leadership levels, a base for implementation, fixed roles and tasks, opportunities for promotion within the framework of the national organization, and a strict internal constitution that ensures loyalty and order within the organization and above all, continuity and no time limits (Berizat, 2008, p. 45; Nabih, 2006, p. 57).

2.2. Organized crime characteristics

Based on all definitions indicated by conventions, law, or jurisprudence, we may find that this crime is distinguished from other crimes by several characteristics as provided in the following subsections.

2.2.1. Structure and organization

Organizational structure is the most prominent characteristic of organized crime (Cusson, 1997). In his research on organizing how of the mafia Catino (2014, p. 177) pointed out that these groups take several forms, which he classified into two types (horizontal and vertical), based on organizational orders. The vertical type features a group of people in a complex organizational structure that is characterized by stability and continuity, with the higher management on top of this structure. As the mastermind of the organization, this higher management is responsible for making the decisions regarding the crimes to be executed by the criminals who represent the operational base of the organization. On the other hand, the horizontal type is characterized by the absence of these higher levels of coordination. Instead, it depends on distributing power and decision-making authority among the groups.

In more detail, organized crime constitutes the hierarchical organizational structure, with which it is impossible to catch the head of the organization red-handed, in addition to the difficulty of proving their connection to the crime (Soo & Sootak, 2015, p. 28). The Italian legislator stipulated that the group must be composed of three or more persons to be defined as an organized crime (2001, p. 73). With regards to the Canadian legislator, organized crime has a similar definition as a group of three or more persons facilitating or committing criminal activities inside or outside of Canada (The Criminal Code of Canada R.S.C., 1985; Hashimi, Bouchard, Morselli, & Quellet, 2016).
If we consider UAE legislation, we may see that the UAE legislator indirectly referred to organized crime in some of its provisions, such as Articles 180, 181, 181 bis 1, and 181 bis 2 in the Penal Code, which all require the existence of a group, body, organization, or branch. This can be described as an organized crime that is characterized by multiplicity and organization. The existence of a group, body, or organization cannot be envisaged without a president and members in this association. The president of this group is the leader who issues the orders and the members or lower levels shall implement these orders. This what is meant by structure and organization characterizing organized crime. The existence of a group, body, or organization cannot be envisaged without controlling system that specifies the roles and responsibilities of the president and members. This system grants the president all powers and loyalty by the members of this group or organization. Organization in organized crime consists of two very important aspects; the first is related to the members of the group engaging in this type of criminality that guarantees survival and continuity. The second aspect related to the criminal activities on which this group was established. It is reflected in the element of work planning that contributes to the success of the criminal process in most cases.

2.2.2. Crime planning

Organized crime differs from other normal crimes in the sense that it is not committed immediately as is the case with many crimes (such as theft, murder, rape, etc.), but rather requires planning and contemplation to implement it (Afandi, 2001, pp. 102–103). The crime planning characteristic is a result of the hierarchy and structure of organized crime. It is not possible to commit organized crime directly, but rather by orders from the higher levels of the organization and also in a confidential manner (Afandi, 2001, pp. 102–103; Atiya, 2001, p. 1). Planning means dividing tasks and roles clearly among the perpetrators by specifying the necessary means and procedures, from committing the crime until the handling of proceeds generated from the crime. Every member of the criminal group serves the purpose assigned to him to complete the roles that constitute the criminal project of organized crime. We might argue at this point that organized crime may intersect with regular crimes based on the idea of premeditating the commission of the crime, which means pre-planning to commit the crime calmly, and free from any emotions that affect the thought and freedom of the perpetrator of the crime. As it consists of the element of multiplicity in the perpetrators, it may at first glance intersect with the idea of criminal contribution based on the element of multiplicity, but the matter is very different. Multiplicity in organized crime is...
an essential element for the establishment of organized crime as contrary to the multiplicity in the criminal contribution, which is considered an essential element for the establishment of criminal contribution, not for the crime itself. Many crimes may be committed by one person only, such as murder, theft, rape, or fraud, and so on, but organized crime can only be committed with the existence of multiplicity. Similarly, if we consider the concept of multiplicity in organized crime, we may find that it differs completely from the concept of criminal contribution. Multiplicity in organized crime means planning, contemplation, and finally implementation. Therefore, we cannot say that there is an accidental multiplicity in organized crime. However, the exact opposite can be found in the multiplicity in the criminal contribution, where multiplicity can exist accidentally not in the form of prior agreement and planning for this role. If someone took some money from the perpetrator to monitor the house where the crime is committed, he shall be considered a contributor to the crime. It is not necessarily that the calculation of the criminal contribution exists in the traditional manner based on prior and planned agreement. We may argue that the prevalence of organized crime (such as drug trafficking or money laundering) in countries and across regions, is evidence of organized planning to commit and implement this type of crime secretly and discreetly (Rustom, 2016; Taher, 2001, p. 84).

The consequences of complicated planning and confidentiality in the implementation of organized crime may include the difficulty in identifying and arresting the perpetrators of this crime. Similarly, the modus operandi of an organized crime depends mainly on planning that helps it to study its available possibilities and develop accurate plans to commit its criminal activities efficiently. Similarly, planning compels it to seek the assistance of professionals in legal, economic, political, and administrative areas who often belong to a classy social class and are above suspicion. We may say that money laundering crime is a perfect example of organized crime, due to the complicated planning and organized secrecy. These crimes require advanced methods, mechanisms, and technologies that require professionals in law, as well as specialized legal institutions, as Money-Laundering operations require technologies that are not available to the common criminal with a limited scientific level. In addition, money laundering is the art of employing legitimate means, especially in the banking and economic areas generally to conceal illegitimate profits generated from a crime and secure a statutory cover for it.

2.2.3. Pursuing richness

One of the characteristics that distinguish organized crime from other similar and common crimes such as terrorism is pursuing richness and tremendous wealth for the organized crime members (Toth et al., 2015; Albanese, 2021). This is contrary to terrorism as this crime aims to spread fear and terror in the community. That is why it is classified as a social crime that is considered the responsibility of society with all its categories.

Organized criminal gangs (such as the mafia) are motivated only by power and wealth. That is why they resort to bribery and organized and deliberate intimidation to commit an organized crime to generate tremendous wealth. Bribe, intimidation, and control are not the objectives of organized crime. They are the methods adopted by organized crime to reach its objective, which is tremendous wealth. Drug trafficking and money laundering are often committed through the facilitation of an entire system of corrupted public employees and legal professionals (World Bank, n.d.).

2.2.4. Ability to adapt and extort

Organized crime is characterized by its flexibility and ability to adapt to different and contingent situations and available opportunities. Organized crime aims mainly to achieve the greatest amount of richness using all legitimate or illegitimate means. Thus, we find that organized criminal gangs such as (mafia) adapt their situations and modus operandi with the reality and the volatile economic situations. Consequently, organized criminal gangs are considered different criminal projects. Whenever there are profits, richness, and money, organized criminal gangs are there with their projects and planning. Thus, we find these groups adapt to the social, economic, and political environments of the society where they practice their criminal activity.

Organized criminal gangs take advantage of many world events to commit their crimes to increase their richness, as this is an unknown and creative way. For example, in the opening speech of the seventh session of the United Nations Commission on Crime Prevention and Criminal Justice in Vienna on April 21, 1998, the Assistant Secretary-General of the United Nations pointed out a statement by the Director of Colombia Police stating that the drug gangs in the country took advantage of FIFA World Cup in 1998 in Paris, in coordination with the mafia gangs in eastern Europe, to dump French markets with drugs.

3. METHODOLOGY

In this research, the authors adopted the analytical and comparative approach based on analyzing the legislative provisions that dealt with organized crime in the UAE legislation and comparing it with Jordanian legislation. This paper also analyzes the regulations provided by international conventions regarding organized crime and will recommend some new rules for regulating these crimes. Specifically, the authors employed the analytical methodology by using the document analysis of official legal documents in relation to social media in Jordan legislations and drew upon relevant international theories and court rulings for our research. The authors also carried out an analysis of the literature review regarding this subject. Finally, the authors use the content analysis of social media posts by the public on the cases before the Jordanian courts.

The authors use specific approaches in legal research to analyze the essence of organized crimes and whether the current laws are sufficient or not. The main method used focuses on the doctrine approach which involves an in-depth analysis of
the content of primary and secondary sources relevant to organized crimes. The doctrine method
will be used to systematically explain, examine and analyze the concept of organized crime in Jordan
and UAE under international conventions.

In order to understand the content of concepts used in legal provisions and international
conventions, the authors used the method of comparative law, referred to the changing doctrine
regarding the organized crimes, analyzed and compared the legal regulations and court decisions
related to these crimes in Jordan with the relevant legal systems in the UAE.

The objectives of the study are to determine the level of awareness of organized crime, current
regulations, and the need for better regulation of these crimes on some arguments of several experts
in literature. There are three phases involved in this study, which are data collection, data analysis, and
interpretation.

3.1. Data collection
The authors began collecting data regarding organized crimes in the fall of 2019. The most
relevant data was collected from many officials or non-official sources in Jordan and the UAE. Other
several ideas of organized crimes were gathered from 20 books or chapters, 11 journal articles, and
3 doctoral dissertations. The authors have collected secondary data in the form of primary legal texts
and other secondary legal materials by reviewing some previous literature. These documents were
collected through various online sources and the university library facilities. There were 4 types of
documents as sources of information. The first sources of information were — legal texts of
Jordanian and Emirati legislations concerning organized crimes. The primary legal materials used
in this study included the legislation that regulates organized crimes in Jordan and its comparison with
the regulations governing organized crime in the UAE. The second sources for the information
were website contents related to organized crimes, the Google search with different keywords, such as
organized crimes. The third resources of information were the journal articles and conference
proceedings concerning this topic. These articles were mostly related to legal issues. The fourth
sources were the books and chapters. The authors collected these materials and analyzed them to
reach comparative results regarding developments in the implementation and regulation of organized
crimes in Jordan and the UAE. The data collection regarding this topic of concern was helpful as it
paved the way for the authors to come up with the study results as well as the document analysis.

3.2. Document analysis
The second step was analyzing the current legal framework in Jordan and the United Arab Emirates
through reviewing the contents of relevant documents such as journal articles, book chapters,
reports, and websites. The data obtained were analyzed using comparative analysis techniques in
order to identify, analyze and compare the legal frameworks.

3.3. Interpretation of themes
Within the framework of this research, a legal model was built in Jordan and the UAE based on literature
concerning organized crimes on a general scientific basis (analysis, synthesis, deduction, structural and
functional method) and special research methods (legal construction method and systemic-logical).

Upon this framework, the optimal alternative to the components of the legal model was proposed.
Our main conclusions and proposals are based primarily on the analysis and enforcement of the
applicable criminal legislation.

The research deals with a legal framework and the different experiences as well as challenges
related to organized crimes. Additionally, this current research study is an attempt to present
a broad and more comprehensive theme of the organized crime legal framework. At the outset,
the study provides a brief overview of the previous literature on organized crimes. The authors also
discuss organized crimes based on publicly available information. Experiences from other countries
are taken into consideration only as a model for comparing discussions, and to present a more
complete thematic presentation.

4. THE SPECIFIC NATIONAL CRIMINAL PROVISIONS
LIMITING ORGANIZED CRIME
Organized crime takes several forms, as we have already demonstrated, such as drug trafficking,
human trafficking, and money laundering. The UAE legislators enacted several legislations to limit this
crime.

4.1. Organized crime that may take the form of narcotic crimes
The UAE legislator issued Federal Law No. 14 of 1995 as amended by Law No. 8 of 2016 on Narcotic
and Psychotropic Substances (Awad, 1966, p. 11). This law specifies the nature of narcotics and
psychotropic substances and regulated the import, export, and trafficking of drugs. The UAE legislator
prescribed deterrent penalties for drug crimes. Article 48 of the Law on Combating Narcotics and
Psychotropic Substances specifies specific penalties such as imprisonment up to 15 years and a fine up
to two hundred thousand dirhams for those who bring, import, manufacture, possess, and produce
narcotic substances. The UAE legislator considered the existence of the intention to traffic or promote
narcotic drugs as an aggravating circumstance that necessitates life imprisonment. The UAE legislator
considered recidivism referred to in Article 59 as an aggravating circumstance that necessitates
the death penalty. The UAE legislator, in the previous provisions, endeavored to combat drug
trafficking by imposing severe penalties on those who commit the crime with the intention to traffic
and promote it, and recidivism has been proven on their part. The UAE legislator attempted also to
protect children, women, and mentally ill people from being pushed to commit the crime through
exacting them or facilitating the commission of drug trafficking. The Law considered the commission of
the crime on the aforementioned people as an aggravating circumstance in accordance with the
provisions of Articles 44 and 45 of the Law on
Narcotics and Psychotropic Substances. To ensure proper enforcement of the law and protect law enforcement officers to enable them to perform their duties and combat drug crime which poses a serious threat to society, the UAE legislator aggravated the penalty for assaulting any of the law enforcement officers or resisting them during the performance of their duties or because of it, so that the penalty will be a death penalty if the assault or the wound leads to the death of the public employee and this is evident in Article 52 para. 1 of the Law on Narcotics and Psychotropic Substances. In addition, the UAE legislator was not satisfied with the imposition of the original penalties for the drug crime but supplemented it with a subordinate and supplementary penalty. If the committed drug crime constitutes a felony, then the UAE legislator has supplemented it with a subordinate penalty to be applied in accordance with the provisions of Article 73 of the Penal Code, which is imposed on the convicted by the force of law. Whereas the drug crime perpetrator receives a supplementary penalty represented in confiscating narcotics and all seized machines, materials, and means of transportation used in committing the crime in accordance with the provisions of Article 56 of the Law on Narcotics and Psychotropic Substances. Considering that penalties regardless of its type or severity, does, in many cases serve its purpose and effectiveness in the society, the UAE legislator imposed some measures that may be applied to drug crime perpetrators to protect them and the society from the hazards resulting from drugs. The first measure is to put the abusers in one of the legally prescribed addiction treatment units or drug rehabilitation centers. The penalties also include the closure of all places prepared for abusing drugs and psychotropic substances, or for any activity related to them. The court may also order to publish the summary of the judgment by any appropriate means and at the expense of the convict in accordance with the provisions of Article 57 of the same law. The UAE legislator imposed, in Article 59, another measure i.e. not to grant a driving license for the convicted of drug abuse and subject them to periodic examination. It also imposed the deportation of the expatriate who is convicted of any of the crimes stipulated in this Law in accordance with the provisions of Article 63 of the same law. The UAE legislator imposed, in Article 58 of the same law, a number of measures with regard to everyone who was repeatedly convicted more than once in any of the crimes stipulated in this law and allowed the court to sentence him to any of the following measures in addition to the prescribed penalty:

1. Home detention in specific places.
2. Residence prohibition in specific places.
3. Prohibition of the frequent existence in specific places or stores.
4. Disqualification from exercising a specific profession or job.

It should be noted that the UAE legislator imposed special rulings on pharmacies in the sense that the pharmacy may not distribute any of the narcotics or psychotropic substances except with a prescription from a physician licensed to practice a medical profession in the country and meets the conditions stipulated in Article 11 of Federal Law No. 4 of 1983 on the Pharmaceutical Profession and Pharmaceutical Institutions. As these materials can be traded and sold, the UAE legislator obliged the director of the pharmacy to prepare a special record to register the received narcotics and what is distributed of them, and these records shall be stamped with the pharmacy seal. The director of the pharmacy shall also maintain the medical prescriptions containing narcotics or psychotropic substances stating the distribution date and their registration number in the record, and send these records to the competent administrative authority. If we consider the above-mentioned legal texts, we find that the UAE legislator was very keen to combat the serious calamity that threatens the entire community.

In the Jordanian context, the abuse of narcotic substances is one of the main factors of increasing the rate of committing crimes of all kinds and the Jordanian legislator canceled Law No. 11 of 1988 regarding narcotic drugs and psychotropic substances, and issued a new Law No. 23 of 2016 regarding narcotic drugs and psychotropic substances, with the aim of comprehensively criminalizing the image of drug abuse and trafficking, and laying the foundations for national strategies to combat this scourge emerging in Jordanian society (The National Centre for Human Rights, 2006). By extrapolating the provisions of this law, we find that it is characterized by several observations:

1. The universality of the criminalization of forms of dealing with narcotic drugs and psychotropic substances: such as abuse, trafficking, and possession devoid of the aim of trafficking. The Jordanian legislator has also added new types of narcotic drugs and psychotropic substances so that they are covered by criminalization.

2. The Jordanian legislature adopted the two ideas of care and reform for drug users, as it exempted drug users from prosecution if they came on their own or through one of their relatives to specialized treatment centers affiliated with any official agency, or the Drug Control Administration, or any security center for the purpose of treatment. The law also did not consider drug use for the first time a criminal precedent for the purposes of applying the rules of repetition.

3. The Jordanian legislator realized the importance of the preventive aspect in combating the scourge of narcotic drugs, and accordingly required, according to Article 31 of Law No. 23 of 2016, the formation of a national body under the name of “The National Committee for Combating Narcotic Drugs and Psychotropic Substances”, whose function is to formulate the general policy to combat the spread of narcotic drugs, preparations and psychotropic substances and developing the necessary plans for their implementation, proposing any amendments to this law, preparing draft regulations necessary to implement its provisions and submitting them to the minister, and participating in preparing the instructions, schedules, and appendices.

* Article 4 of the Law on Narcotics and Psychotropic Substances, as amended by Decree-Law No. 8 of 2016, obligated the Ministry of Health and Prevention to establish specialized units for the treatment, care, and rehabilitation of addicts on drug and psychotropic substances. Article 42 of the same law indicated that the court may, in cases other than recidivism, adjudicate to put the perpetrator in one of the treatment units or rehabilitation centers, instead of adjudicating any of the penalties stipulated in Articles 39, 40, and 41 (para. 1) of this law.
that the relevant authorities should issue in accordance with the provisions of this law.

4. The legislator also indicated in Article 32 of the same law that a fund called “The Fund for the Fight against Narcotic Drugs and Psychotropic Substances” should be established with a legal personality and entrusted with the task of combating drug crimes and psychotropic substances, and contributing to treating drug abusers and addicts, preparations and psychotropic substances, and supporting those in charge on the application of the provisions of this law.

5. The Jordanian legislator has made the punishment more severe so that whoever promotes narcotic drugs or psychotropic substances, or who writes a prescription for narcotic drugs or psychotropic substances, is punished with temporary hard labor, other than medical treatment, while he is aware of that. He shall also be punished with temporary hard labor for a period of no less than 15 years and a fine of not less than 10,000 dinars for each person who brings, manufactures, buys, or sells any narcotic substance with the intention of trafficking (see the Law on Narcotic Drugs and Psychotropic Substances, Article 19). If these acts are repeated or the perpetrator is one of the employees, or this crime is in association with a minor, then the penalty, according to Article 19 of the same law, amounts to permanent hard labor. In addition, the Jordanian legislator raised the penalty to the death penalty according to the provisions of Article 20 of the same law. If the perpetrator committed it in conjunction with one of the international gangs dealing with narcotic substances, or if the crime he committed was associated with another crime such as smuggling weapons or counterfeiting cash.

4.2. Organized crime that may take the form of human trafficking crimes

Human trafficking is one of the most important organized crimes, so the international community was very keen to promote international cooperation to combat these crimes (Al-Amoush, 2016, p. 3; Al-Sakky, 2014, p. 35). The United Nations concluded the United Nations Convention against Transnational Organized Crime of 2000 and an Executive Protocol to this convention. This protocol aims to prevent, suppress, and punish human trafficking especially women and children. This Convention and its Protocol obligated member states to issue national legislation to be consistent with this Convention to ensure confronting and combating human trafficking. The UAE legislator issued Law No. 51 of 2006 on Combating Human Trafficking Crimes. Moreover, the legislator established mechanisms and cooperation frameworks to combat human trafficking. Similarly, the Jordanian legislator issued Law No. 9 of 2009 on the Prevention of Human Trafficking in order to legally combat this crime and punish its perpetrators.

According to the text of Article 1 bis of UAE Law No. 1 of 2015 regarding combating human trafficking crimes, the UAE legislator has criminalized all forms of this crime, such as buying or selling people, sexual exploitation of “women and children”, forced labor and coerced service. Article 3 para. A of Law No. 9 of 2009 on the Prevention of Human Trafficking in Jordan indicates the same.

Considering the above text referred to by the legislator in Federal Law No. 51 of 2006 on Combating Human Trafficking Crimes as amended under Federal Law No. 1 of 2015, we may note that this crime is considered a dangerous crime, not a damaging crime that requires the availability of the criminal outcome of its occurrence. The subject matter of human trafficking is the human being who is dealt with as a disposable good that can be sold or exploited. Therefore, the UAE legislator, like other national legislation, criminalized the act only without stipulating the occurrence of the outcome. Therefore, the UAE legislator imposed penalties for selling, recruiting, transporting, deporting, or receiving humans with the purpose of trafficking. Therefore, it can be argued that human trafficking crimes are behavior crimes (Taher, 2008, p. 84). Just transporting or harboring women to exploit them in prostitution is human trafficking. Kidnapping and selling children or their organs is human trafficking, as well as transporting people for the purpose of enslavement or slavery.

The Jordanian and UAE legislators considered most of these crimes as felonies, for which the perpetrator’s penalty is imprisonment of at least 3 and up to 15 years. The Jordanian and UAE legislators have not reduced the penalty for these crimes except in some cases such as the failure to inform the concerned authorities of human trafficking. The Jordanian and UAE legislators have established aggravating circumstances for this crime if the victim was, for example, a child or a disabled person, or if the perpetrator was a public employee, or if the crime was of a transnational nature, as well as other aggravating circumstances.

The Jordanian and UAE legislators have not only punished the natural person, but they also imposed penalties on the legal person represented in fine and closure. Article 7 of the Federal Law on Combating Human Trafficking stipulated that a corporate entity shall be punished by a fine of no less than one hundred thousand dirhams, and no more than 1,000,000 dirhams. In addition to that penalty, a court may order a temporary dissolution or total closure of the corporate entity or closure of one of its branches.

In light of the above-mentioned, we note that Jordanian and UAE legislators have adopted a sound punitive policy in confronting human trafficking by issuing special laws to combat this crime and imposing deterrent penalties on both natural and legal persons.

4.3. Organized crime that may take the form of money laundering

Based on the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988 in Vienna, and Basel Declaration on the Prevention of Criminal Use of the Banking System for the Purpose of Money laundering (“Basel
Committee on Banking Supervision," n.d.11, and as money laundering has many and diversified risks at the social level, as it increases the gap between the rich and the poor, which leads to a gap in the social structure, increase in the unemployment rate among individuals as money fly outside the country through banking channels. It also depletes the national economy of safe investments, leads to high rates of inflation in the state budget, and the deterioration of the national currency value (Abdullah, 2008, p. 52; Idris, 2016, p. 29; Qashqush, 2003, p. 57). The UAE legislator resolved its situation and issued Federal Law No. 4 of 2002 concerning Combating Money Laundering Crimes as amended by Federal Law No. 9 of 2014. This legislation reflects the strict determination in combating this organized crime that the international community endeavored to combat. The UAE legislator defined money laundering in Article 1 of the above mentioned law as any of the acts involving moving or transferring or depositing money, or concealing or disguising the true nature of the money that are the proceeds of any of the offenses stipulated in clause 2 of Article 2 of this law. The UAE legislator indicated in para. A of Article 2 of the Law on Combating Money Laundering that any person, knowing that the funds are the proceeds of a felony or a misdemeanor, and who willfully commits any of the following acts, shall be considered a perpetrator of the crime of Money Laundering:

1. Transferring or converting or depositing or investing or replacing proceeds or managing them with the aim of concealing or disguising their illegal source.

2. Concealing or disguising the true nature, source, or location of the proceeds, or the method involving the disposition, movement, or ownership of the proceeds or rights related thereto.

3. Acquiring, possessing, or using proceeds upon receipt.

Considering this para. A of Article 2, we note that the UAE legislator limited the criminal behavior for this crime to the three aforesaid points and stipulated the existence of knowledge of the illegal source of money to establish the criminal responsibility. The UAE legislator imposed punishment on both natural and legal persons, and in the case with human trafficking crime. With reference to the UAE Law on Combating Money Laundering, and with regard to the punishment of the natural person, we note that the legislator enhanced the punishment of the perpetrator of these crimes, so that the punishment is the imprisonment for 10 years and a fine of 500,000 dirhams, according to the provisions of Article 13 of the same law. The UAE legislator imposed deterrent penalties on the legal person. Article 14 of the Law on Anti-Money Laundering indicated that any corporate entity that committed money laundering crime, financing of terrorism, or financing of illegal organizations would be penalized with a fine of no less than 300,000 dirhams and no more than 1,000,000 dirhams. Therefore, the UAE legislator acknowledges the responsibility of the legal person in line with the criminal developments in money laundering as most money laundering operations are committed by corporate entities. The UAE legislator also adopted a commendable course in aggravating the penalty on chairmen, board members, and employees of financial and other commercial and economic establishments in case they know any act that occurred in their facilities and was related to money laundering or financing of terrorism or illegal organizations and they failed to inform the IU according to the provisions of Article 15 of the Law on Anti-Money Laundering. The UAE legislator, in Article 5 bis of the Law on Anti-Money Laundering, adopted supplementary penalties for money laundering crime represented in confiscating funds and the proceeds generated from money laundering, financing of terrorism, or illegal organizations or confiscating the property of equivalent value. As well as property, equipment, or tools used or intended to be used in the crime. If the funds generated from money laundering, financing of terrorism, or illegal organizations are mixed with property generated from legitimate sources, these funds will be confiscated within the limits of the estimated value of these funds12.

Similarly, the UAE legislator adopted effective mechanisms to prevent and detect money laundering through the Financial Intelligence Unit established by the virtue of Article 7 of Federal Law No. 4 of 2002 as amended by Law No. 9 of 2014 and this unit is subject to the Central Bank. This Unit aims to combat money laundering, write reports and inform Public Prosecution to take necessary action. The UAE legislator established a National Committee to propose national policies to combat money laundering and financing of terrorism as per Article 9 of Law No. 9 of 201611. This is in addition to the supervisory role the UAE legislator assigned to the Central Bank under Article 11 of the same Law to monitor financial institutions to ensure their compliance with the provisions of the Law.

Finally, the UAE legislator, by imposing principal penalties on the natural person who is the perpetrator of money laundering and supplementary penalties on the legal persons (entities and facilities) as well as their representatives, directors, board members, and employees, the adoption of the confiscation penalty as a supplementary penalty, the formation of a national committee to combat money laundering and finance of terrorism, and granting the Central Bank a supervisory role over financial institutions, all this means that the UAE legislator acknowledges the necessity of true confrontation of such organized crime which we indicated previously that it clearly harms the national economy and the social structure of the state. Therefore, the UAE legislator was successful, from a legislative point of view, in

11 Basel Committee on Banking Supervision is the committee established and formed by the Group of Ten industrial countries: United States of America, Canada, France, Germany, Italy, Japan, Switzerland, Sweden, Switzerland, Japan, and Luxembourg at the end of 1974 under the supervision of The Bank for International Settlements in Basel, Switzerland. The Committee was formed after the external debt crisis of the developing countries worsened, the percentage and volume of doubtful debts increased, some of the banks failed to pay, the spread of bank branches outside the mother country, in addition to the strong competition that Japanese banks imposed on Western banks as a result of the reduction of their capital in 1988.

12 The Jordanian legislation is similar to the UAE legislation as Article 26 of the Law No. 46 of 2007 on Anti-Money Laundering and Financing of Terrorism. The Committee is formed from the Central Bank Governor as its Chairman, a representative or more from the following agencies based on their nomination: 1) Central Bank, 2) Ministry of Interior, 3) Ministry of Justice, 4) Ministry of Finance, 5) Ministry of Economy, 6) Ministry of Social Affairs, 7) Federal Customs Authority, 8) State Security Service, 9) agencies competent to issue industrial and commercial licenses. 10) the Chairman of the Committee may add any other agency to the membership of the Committee.
combating money laundering, human trafficking, and narcotics as previously illustrated\(^8\).

As for the Jordanian legislation, in June 2007, the Jordanian legislator issued the law on combating money laundering, and this law covered basic aspects of the legal framework necessary to establish a broad system of combating money laundering (The Kingdom’s Joint Assessment Process, n.d.). The Jordanian legislator criminalized the act of money laundering in general through the law promulgated for this purpose, which became effective in July 2007. With our review of the Anti-Money Laundering Law, this law conformed to the Vienna and Palermo Conventions in terms of describing the material and moral element of the money laundering crime and the money laundering crime can be applied to the perpetrator of the original crime. Predicate offenses in Jordanian law are limited to crimes punishable by a criminal penalty or crimes for which international conventions have stipulated that their proceeds be considered the subject of money laundering (see Law No. 46 of 2007 on the Anti-Money Laundering, Article 4). The money laundering crime is applied to any property derived directly or indirectly from the commission of a predicate offense, the proceeds of which are considered subject to money laundering in accordance with those provisions of the law. However, to prove the illegality of these properties, the judicial authorities must verify the existence of the conviction in the original offense.

The Jordanian legislator has imposed deterrent penalties for the perpetrator of the money laundering crime, amounting to temporary hard labor for a period not exceeding five years and a fine of not less than ten thousand dinars and not more than one million dinars, in addition to the penalty for in-kind confiscation of proceeds or funds equivalent in value. It also imposed penalties on legal persons represented in fines and confiscation. In the context of combating money laundering crimes, the anti-money laundering law has identified the bodies responsible for combating money laundering in Jordan. These bodies are the National Committee for Combating Money Laundering, which is a committee formed from all relevant local authorities, where the committee is headed by the Governor of the Central Bank of Jordan and includes in its membership the Vice Governor as Deputy Chairman of the Committee, the Secretary-General of each of the Ministry of Justice, Finance, Social Development and Interior, the Director-General of the Insurance Commission, Commissioner of the Securities Commission, General Controller of Companies, and Head of the Unit (see Law No. 46 of 2007 on the Anti-Money Laundering, Article 5).

In accordance with the law, an anti-money laundering unit has been established, which is the competent authority to receive notifications of suspicious transactions from entities subject to the provisions of the law. The unit follows the administrative pattern in its work and is not entrusted with any work of a judicial nature or related to law enforcement. Likewise, the Jordanian legislator obligated the bodies subject to the provisions of the anti-money laundering law to exercise due diligence to identify the client’s identity, legal status, activity, and the real beneficiary of the relationship existing between them and the client and the continuous follow-up of operations that take place within the framework of a continuous relationship with their clients, and not to deal with unidentified persons or persons using fictitious names or with fictitious banks, and immediately notify the unit of suspicious transactions, whether these operations are completed or not. Finally, we find that Jordanian and Emirati legislators succeeded in issuing a special law to combat money laundering crimes, and this law has contributed to curbing money laundering crimes.

5. CONCLUSION

This study aimed to portray the concept and characteristics of organized crime as well as the legislative means adopted by the UAE and Jordanian legislatures to combat such crime. As was documented earlier, the UAE has achieved an advanced international position in the field of combating organized crime. Major General Khamis Matar Al Mazina, Commander-in-Chief of Dubai Police, confirmed that organized crime is almost non-existent in the Emirates, attributing this to the efforts of the police, security, the Emirati people and residents as well as the role of the judiciary and legislation, which made the UAE a forerunner in enacting special laws and legislation that keep pace with the requirements of combating organized crime (Alitithadi, 2014).

Additionally, with regard to human trafficking crimes, the UAE has witnessed a significant decline in these crimes. Specifically, the statistics of the National Committee for Combating Human Trafficking revealed that human trafficking cases at the state level decreased from 58 cases documented in 2010 to 16 cases only in 2017, which gives positive indicators of the UAE’s success in tackling such crimes. Furthermore, the number of victims and traffickers also witnessed a decrease as 28 victims and 48 traffickers in 2017 compared to 125 victims and 169 traffickers in 2010 (Khalifa, 2019). As for money laundering crimes, a statutory committee for combating money laundering and combating the financing of terrorism and illegal organizations was established in 2000, headed by...
Based on the analysis throughout this research study, the authors may conclude that the Emirati and Jordanian legislators have succeeded in combating organized crimes from the legislative perspectives through enacting several special legislation such as Law on Anti-Narcotic and Psychotropic Substances and Law on Combating Human Trafficking as well as Law on Anti-Money Laundering. This reflects the keenness of both countries to combat such serious crimes that are of great concern to societies and nations.

The significance of this topic of concern is embedded in its value by identifying the legislative strategies in combating organized crimes. As has been already mentioned, the UAE and Jordan suffer from such crimes, the conclusion and results of this study could be applicable not only in these two nations but also internationally. Therefore, such results may benefit all Emirati and Jordanian legislators concerned, in addition to filling a gap in related literature as well as research studies. The authors recommend further research to determine or identify alternative legislative strategies to encounter such crimes worldwide. The reason is that this study could serve as a grounded theory for research in the future. Nevertheless, this current research study which had been about organized crimes in Jordan and the UAE has some study limitations.

These study limitations are comprised of the legal framework of organized crimes, specifically, crimes of drugs, human trafficking, and money laundry throughout the legislations in both countries. Moreover, this study is limited to the conceptual framework of organized crimes, characteristics in encountering organized crimes. As has been specified for every single crime that helped in the reductions of such crimes. Finally, the authors referred to several academic works in order to complete this research study and for future studies, the proposed future authors to refer to and review additional related references.

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