

Perinatal Journal 2025; 33(1):527-536

https://doi.org/10.57239/prn.25.03310058

Legal controls for legislative drafting

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Abstract

Given the great importance of the legislative text, it must be formulated in a scientific and substantive manner, based on the drafting art, The legislative wording depended on the relationship between form and content and on the radical interrelationship between the wording and content of the text. The form of the text could not be clarified without clarification of substance, and the text's form was an integral part of its content. Its own terms, definitions, and special phrases like other sciences. Legal texts are drafted and understood in language, and in order to be supplemented by the legal text's structure and reach out to the addressees, they must be governed by language and its controls, so that legal texts are subject to a set of rules and controls that must be observed, to ensure a proper linguistic understanding of the content and substance of legal texts in accordance with the intention and purpose of the legislator. in conformity with the provisions of the State's domestic legislation and with the international conventions or treaties to which it is a party.

Keywords: Legislative drafting, Legal controls, Legislative text

Introduction

Legislative drafting is a technical means of establishing legal rules. As understandable and applicable, legislative drafters must have full knowledge of the various sources of law as the general tools of all technical construction under which the legislative text and its contents are expressed, it also has full knowledge of the terms, the characteristics of the rule of law, their nature and controls relating to the nature of the art of drafting legislation and to Arabic language controls, so that they can possess the letter.

Since this study involves the legislative drafting, it requires a number of controls that the drafter must take into account when drafting the legislative text, which are represented in the general objective controls and the formal controls of the legislative drafting.

The research problem

To ascertain the realities of the legal controls of legislative wording required by the legal text in a

sound scientific and technical manner that obliges the drafter to a set of controls that enhance the quality of legislative drafting and make them supportive of good governance.

The research questions

Is it important for legislative drafting?

What is the role of a legislative drafter who has the task of transforming the articles into disciplined, understandable, and applicable legislative texts?

What are the controls and criteria required by proper legislative formulation?

Substantive controls of legislative drafting

Observance of the principle of the progression of legal norms

The legal rules are graded from the highest to the lowest, and in the legal structure they take the form of grades or layers above each other, where the Constitution is at the top of the legal system, followed

by the general legal rules regulated by the Constitution and so-called legislation, namely ordinary legislation (law), subsidiary legislation (regulation/system), rules of procedure and executive regulation (instructions), (Bak 2013)

It follows from this principle that the minimum rule must be subject to the higher rule, both in form and in substance, since the minimum rule must be issued by the authority defined by the higher rule, by following the procedures it has set out, and by conforming the content of the lower rule to the content of the higher rule. (Al-Salahi 2006; Jam et al., 2017)

Since the Constitution is at the top of the legislative hierarchy, any legislation adopted must take into account the principles and essence of the Constitution, and the aim of promulgating laws and regulations must be the proper application of the provisions of the Constitution and the genuine implementation of the content and content of its provisions.

To this end, the Constitution's texts and their narrow formal meaning must not be considered but must generally be taken as objective and formalized directions for all legislation. (Nasraween 2006)

Legislative texts must be formulated in such a way as to take the text into account in the legislative hierarchy. legislation, and the wording of the text should remain under the umbrella of the Constitution. and that ordinary law texts must also be considered when drafting the subsidiary law.

Without this interdependence embodied in the principle of the incorporation of legal norms, the construction of the legal system is disrupted and diminished, the incorporation of legal norms as such is one of the elements of the legal State, and the legal system of a legal State cannot be conceived without such progression. (Jamal Al-Din 2000; Abdul Jaleel et al., 2025)

Such a progression and the consequent discrepancy in the legal force of the texts leave its obvious impact on the legislative drafter on the part that it must be considered by not contradicting the text formulated by a more powerful text, In the drafting of an ordinary legislative text, it must observe the provision of the Constitution.

The drafter is therefore entitled to take account of the foregoing and be careful not to formulate a legislative provision that is incompatible with stronger provisions in its text or content. (Al-Lahibi, 2019)

In addition to the foregoing, the legislative drafter must be aware of the legislation in force in the State and include it in the legal hierarchy, so that it does not draft a legislative provision that violates this principle, and therefore the drafted text is subject to repeal by the constitutional or administrative judiciary.

2. Respect for legislative terminology

Good legislative wording requires that the drafter and legislator respect legislative terminology by standardizing terminology to the same effect; to avoid inconsistencies, conflicts or differences in terms dealing with the same subject matter.

The drafter should ensure that the words used in the text he formulates are the same as those used in the relevant laws, since a legal text often deals with a topic already dealt with in another law or law, For example, the text in question dealt with groundwater pollution and might significantly affect topics covered by an existing law on surface water pollution (Sabra 2008) The drafter should also take this into account in the same law, i.e. avoid using two different words in two different places of the same meaning.

The word itself should be used to express the same meaning, and a different word should be used to express a different meaning; Because every word in the law means something, and different words mean different meanings, The legislative text must not contain any word with two different meanings, and any two words with the same meaning. The expression must not repeat the word itself or the so-called diversity of expression in rhetoric, but it is a diversity that is never commensurate with the legislative wording. Good wording made it imperative to avoid using a different word to mean the same thing (tandem) and to avoid using the same word to mean something different (verbal participation). (Sabra 2005; Abbas et al., 2024)

Given the importance of respecting and considering legislative terminology during the drafting and legislation, the Ninth Conference of Officials of the Legislative Departments of the Arab States, held in Beirut in 8 - 10 / 12 / 2009 AD, recommended that the legislator should respect its own legislative terms.

Thus, the optimal use of terms used in the legislative drafting process is of some importance, as this constitutes a firm guarantee of proper understanding of the provisions of the texts by the addressees. The short sphere of diligence in determining the meaning of those terms, and the cost of interpreting and interpreting them, which has an impact on the application unit because of differing interpretations and differing views.

Respect for international obligations

International obligations impose obligations on a state party that must be fulfilled, otherwise under international responsibility, and although the legal value of an international treaty varies from State to State, Some States have made them higher than the Constitution, others have made them equal to the Constitution, others have made them higher between the Constitution and the law, while others have made them more de jure and de facto. Whatever the legal value of international treaties in a State's legal system, treaties ratified by a State constitute a limitation on its sovereignty and may not adopt any legislation contrary thereto.

In addition to the constitutional texts that impose respect for the ratified international obligations and adherence to the principles and provisions stated therein and not to issue any legislation that contradicts them, most of the international treaties have come to include what is known as the periodic review mechanism, Which is represented by each state party to the international treaty reviewing, on a regular basis, its efforts at the national level in the field of implementing the principles and provisions of the treaty, Among the most important of these efforts, which are the subject of the review process, are the efforts related to the legislative field, whether in the form of new legislation issued in response to the provisions of the treaty or existing legislation that was amended or canceled in order to harmonize and comply with the obligations generated by the relevant international treaty.

The incompatibility and harmonization of national legislation with the principles and provisions of

international treaties to which the State freely acceded would result in the State's manifestation of those who do not respect and abide by its international obligations. This leads to negative assessments following the review of national efforts during the periodic review mechanism, which will naturally embarrass national authorities at the international level. (Guide of the Arab Republic of Egypt for preparing and drafting draft laws, 2018)

On the other hand, failure to consider the drafter would lead to the State's international responsibility, owing to its failure to comply with its international obligations and its rebellion against the provisions of international law.

Accuracy and clarity in the use of terminology optimally in the drafting process

Accuracy and clarity in drafting is a necessary requirement; This is because it is how due and prohibited acts are defined, and the rights, obligations and penalties imposed.

The inaccuracy of the wording leads to ambiguity, which, in turn, undermines the legislation's desired application. The inaccuracy of the text has led to a difference in jurisprudence in its interpretation by the courts, resulting in divergence and legal instability.

The term may be ambiguous, if not precisely defined, especially when it carries more than one meaning, and the question arises as to what is meant by the word.

In general, since it is necessary to express what is meant by the choice of the term "indicators" of meaning from among its synonyms, which is termed and not for others, it is a fortiori that this concern is reflected in the choice of the most appropriate term in the drafting of legislation or laws. This is because of their texts' determination of rights, duties, prohibitions, and obligations. (Fath Al-Bab, 2012)

Therefore, the drafter should choose the word that is more appropriate and more accurate in expressing the meaning to which it is intended and not that of others. In many legislations, the drafter may use words that give rise to a meaning other than what the legislator wanted to prove, such as the use of the term

"public interest". This term is common, but it is not right, if it is right to say the public interest; Because the word "good" is the opposite of "corrupt", in contrast to "good", that is, good or good. (Bayoumi, 2007).

The formulated should also avoid spacing between words that are linked to each other, as the structures of sentences, the introduction and delay of profanity, and other numerous and varied rhetorical methods in the Arabic language, would add linguistic aesthetics to the formulated speech, which contribute to increasing its impact on the reader or listener. (Al-Qazwini,2003)

However, the basis for arrangement is related to achieving accuracy and clarity and is related to it. If the formulated can arrange the words in a way that achieves clarity in meaning and achieves accuracy, then there is no objection to following the arrangement he wants, if it is closest to defining and clarifying what is meant.

The meaning and judgment learned from the text may be affected by the location of words and phrases in it, and their introduction and delay, as well as the optimal clarification of the meaning, the most accurate and closest to the mind of the addressee.

Al-Sanhouri expressed the need for accuracy and clarity in the language of the legislative text, saying: "It must be clear and precise. Complex language makes the law closed; just as imprecise language makes the law vague. Legislation must have its own technical language, in which every word is balanced and has limited meaning. It is not permissible for the meaning of a single word to change by using it in different expressions, just as if it expresses a meaning with a specific word, this word must not be changed if this meaning is to be expressed again. It is not inconsistent for the language of rationing to be rich, and for it to be simple and reach the level of public understanding." (Mossad, 2004)

It is necessary that the legislative texts be formulated accurately and carefully at the level of word choice, sentence structure, and text construction, as an accurate text does not raise confusion or ambiguity and leads to an accurate interpretation. While the text that contains additions or unnecessary phrases, it raises confusion and ambiguity and is difficult to

interpret or leads to an inaccurate interpretation and is a cause for different interpretations and different readings. (Al-Saeedi, 2019)

Tariff control and revenue avoidance unless necessary.

The legislative drafter must pay attention to the fact that the allocation of an article to tariffs in any legislation is an optional matter to be appreciated by the author himself and should be used only when proven necessary. (Algeria's Arab Guide to Legislative Drafting, 2006) It is preferable to use them in laws containing many chapters and articles; To facilitate the handling of these laws and to clarify the meaning of these definitions, it is appropriate for the drafter to choose clear and uncomplicated terms and terms, and if they need to be used, a specific definition should be established. (Guide to Legislative Drafting of Iraq, 2010)

Definitions in legislation may negatively affect the addressee's provisions, especially when there are many defined terms, as the addressee finds himself obliged to see them all when searching for the meaning he or she wants. (Guide of the Arab Republic of Egypt, 2018)

Accordingly, when formulating tariffs, the legislative drafter must consider the following controls: (Guide of the Arab Republic of Egypt, 2018)

- 1. Access to all applicable laws relevant to the legislation in question, as set out in the preamble, with a view to refraining from making a different definition of a term or word that has been otherwise defined in those laws, unless this is intended to be justified and clarified.
- 2. Arranging the inclusion of definitions in its article in the draft law in accordance with one of the following two substantive rules: the alphabetical sequence rule, or the precedence of the term defined in the articles of legislation.
- 3. Bearing in mind that for very long bills containing many internal sections, considerations of clarity and ease may require that a definitions material be developed at the beginning of one or more of those sections; To define the words or terminology contained in

this section will not hesitate elsewhere in the legislation.

- 4. Avoiding repeating the same earlier tariffs by other legislation in force unchanged, which would make the addressee believe that the definition of the project is new, whereas it is not the case, in this case, the author merely drafted a phrase referring to the definitions of the other applicable law.
- 5. Avoid defining a term or word in the tariff section if it is used only once in the draft articles, in which case the definition is carried out within the article in which the term or word appears, this is the easiest and most obvious for speakers.
- 6. Avoiding definitions in articles of the Code of Enactment because it is not earmarked for tariffs.
- 7. The definition shall refer only to a definition, but not to a provision contained in the same drafted legislation, or in legislation in force, if the provision transmitted does not contain a definition.
- 8. Avoid incorporating more than one definition into a phrase and one, such as "means the competent court", and "means bankruptcy management".
- Definitions do not contain any substantive provisions, as the location of such provisions are articles of body or body of legislation, not definitions.
- 10. Avoiding the use of the phrase "unless otherwise indicated in the context of the provision" at the beginning of the tariff article; Because it will give a different understanding in those addressing the provisions of the legislation, each has a level of knowledge in Arabic and its literature, which may lead to problems in application.
- Avoid using tariffs too often without justification, as well as defining what is necessarily known so that legislation does not seem to think of ignorant addresses.

Formal and technical controls of legislative drafting

Adherence to formal and substantive determinants and controls is no less important than adherence to the substantive controls of the legislative drafting process since both complement the other. It affects the accuracy

and value of texts within the State's legal system. The drafter must therefore take these controls into account in his formulation of the legal texts, namely:

The obligation of brevity in the drafting of the legislative text

The legislative text regulates a social, political, or economic situation or phenomenon strictly by specific words, without elaboration, extension, or redundancy. The meaning intended in the least terms, The brief method expresses the deepest meaning in the least words, encompassing the whole idea concerned, without exceeding because it, prolongation opens a door to opposing interpretations. (Khairallah, 2011)

Every word of the legislative text has a meaningful meaning to itself and is deliberately chosen for reasons of accuracy and clarity, even if this affects the smooth and eloquent manner. Legal language is not suitable for use in communication. It is a rhetorical method and a prowess of improvements. such as borrowing and analogy of pun, sex, dishes, etc.; The use of these formulas and methods adds ambiguity to the meaning that literary language may require, while the language of the law does not. (Al-Sheikhly, 2018)

Sometimes the drafter's interest in the accuracy of the text he formulates may complicate and be unclear because of the author's extravagant use of phrases that restrict meaning in order to achieve the precision he intends, we also have an extravagance in the text when the drafter tries to capture all aspects of the meaning, resulting in lengthy legislative sentence and segregation, which naturally makes it difficult to understand. (Al-Sheikhly, 2018;)

Arabic and English have known the redundancy of the legal language using synonyms, The phenomenon of redundancy is due to various reasons, most notably: the derivation of synonyms from different origins, the desire to have a rhetorical effect, the desire to preserve traditions, and the caution against missing the desired meaning of each word. (Sabra, 2008)

Observance of the language of the legislation's legal branch

The language of legislation requires drafting in a manner that distinguishes legislation from other legal writings and formulations. (Al-Qamarim, 2019) The drafter of legislative texts must avoid introducing terminology on jurisprudence. As well as avoiding divisions of jurisprudence, legislative work differs from jurisprudence, and both legislation and jurisprudence have their functions, objectives and working mechanisms. (Al-Sheikhly, 2018)

Language is the pot of legal ideas and the instrument of expression, through which legislation is understood and its texts are compiled and built, and knowledge of its meaning and the identification of its goals and purposes is achieved only through knowledge and mastery of the language. (Al-Lahibi ,2019)

Legal texts are drafted and understood in language and, to be supplemented by the legal text's structure and reach the addressees, must be governed by the language and its controls and subject to a set of rules that must be observed. To ensure a proper understanding of the content and substance of the legal texts as intended and intended by the legislator.

As is known, legislation is drafted in the language of its parents, and each language has its own rules and provisions. Accordingly, those addressing the legislative drafting function should have adequate knowledge of the grammar. (Asran, 1999)

In order to arrive at the proper wording of the legislative text, the legislative drafter should take into account a number of specific language disciplines and abide by them in its drafting of legal texts, as follows:

1. Correct determination of the time and scope of the judgement's applicable act

a. " **Determining the time of the act**: The times of the act in Arabic Three: The past: Which happened and ended. The present act is reflected in the present. The future: it shows what will happen in the future.

It should be noted that the use of the act in the present time is consistent and continuous; because not only is the present time, but it extends to what will happen in the future as well. (Asran, 1999)

Since legislation as a rule is enacted for the future, the use of the opposing act is the most common in legislative wording and, conversely, the language of the past act is rarely used in determining the time of

the legal act.

b. Limitation on the scope of the provision: The legislative drafter must also take note of the need to specify the scope of the provision contained in the text, so that, if an exception to a particular provision is required, the drafter must formulate the text to that effect, thereby not extending the exception to another provision that is not intended to be covered by this exception.

For example, if the text to be drafted contains an exception to a previous article, which contains more than one provision, the drafter must limit the exception to its correct scope. by limiting it to the exact same exceptional provision, but not to others. (Fath Al-Bab, 2012)

Avoid using non-Arabic words:

Arabic is one of the wealthiest languages in terms of vocabulary and meanings. It is a rich language with rich vocabulary and connotations. It can accommodate all fields of science and the arts with its words, how nor is it the language that God Almighty has chosen to be the language of the Holy Quran. It is therefore imperative that the formulated make sure that Arabic language is used in its wording, avoiding the use of lexicon, or that it has no root in Arabic. (Al-Qamarim, 2019; Bakhtawar et al., 2025)

The terminology used should also be in accordance with the age of the language, in accordance with its standards and subject to the rules of the methods set out by the language's people, such as status, derivation or otherwise. (Al-Roumi, 2012)

In order not to be ambiguous as time progresses in determining what is meant by the term "non-Arab" and what is its root or origin derived from it, because Arabic is rich in terms of other languages.

3. Observance of the correct linguistic criteria in the construction of the legal sentence

It is the responsibility of the person dealing with the drafting of legal texts to express the legal provisions in a sound, clear and abbreviated language, through sentences structured according to the correct linguistic criteria, in a manner that does not tolerate any interpretation or interpretation, considering the

following:

a. " Preference for affirmative expression over exiled expression

The first and most explicit expression of meaning is the use of the form of proof rather than the language of denial, because in the case of the expression of denial, the meaning to be expressed is beneficial from speech rather than direct. Unless the nature of the legal text requires otherwise, the phrase in a proven language is more explicit than the phrase in exile, and the former thus expresses the provision in a straightforward and easily understandable manner, while the latter may need analysis to be understood.

This is all unless the nature of the legal provision requires the use of the exclusively exiled method, which is then inevitable, for example (a pregnant woman may not be executed).

b. Smooth and tight wording of sentences

Since the smooth wording and the clauses used in the construction of the legal sentence are one of the most important things to take into account in the legislative wording, by using the drafter's choice of easy words, There should be an outpouring of words and phrases in the legal sentence entity, reflecting the meaning to be formulated without filling or prolonging, One of the most important means of smoothing and tightening the wording to be taken into account in the drafting of texts is the use of short sentences; Assign a sentence to each idea; The use of adoptions to overcome the length of the sentence).

c. Avoid using ambiguous words to link sentences: (Fath Al-Bab 2012,179-180)

In drafting legal texts, the drafter needs to link sentences with each other, whether within one article or between several articles. In view of this urgent need, the formulated must avoid using vague words and vocabulary to meet this need. Whether the related pronouns are abstracted or accompanied by such pronouns as (mentioned), (mentioned above), (referred to above) or (referred to above), such vocabulary does not always have a linguistic connotation to the intended meaning and may lead to ambiguity.

Therefore, if the sentences need to be linked, the

formulated must do so precisely, such as precisely referring the material to the article number.

Introduction of the newer term

The legislative drafter should use relatively newer terminology that has been embedded in legal thinking, so that the legislation is up to date with developments in different aspects of life.

For example, the emergence of the term cyberspace (Internet) is a modern phenomenon. and accompanied the emergence of a number of offences requiring legislative and legal remedies that work in harmony and effectiveness in controlling this phenomenon and addressing the resulting offences within a disciplined legislative framework, whether through new legislation or amending existing legislation, Therefore, cyberspace legislation must keep pace with this novelty and use newer terminology. (Hassan, 2019)

example is the definition Another of entrepreneurship set out in article 780 of the Iordanian Civil Code No. 43 of 1976: "A contract whereby one of the parties undertakes to manufacture an object or perform an act in exchange for an allowance undertaken by the other party". The explanatory memorandum to the same Act stated that "the field of employment and industry has expanded, people have moved to raise the profile of the worker and disassociate themselves from naming one of the occupational wage holders. The term contractual contract was traditionally used in lieu of the istisna 'a contract, which was used by the scholars as stated in the deposits of the manufactures, (Al-Kasani, 1986) The concept of a contractual contract has become inclusive in such a way as to entail the introduction of this new term as a reality report, and consistent with custom. "(The Explanatory Note to the Jordanian Civil Law, 1993) The legislation should be formulated in the language and terminology of the State in which it is to be applied. The wording of the legislation should be in line with the custom prevailing in the State's legislative language, since it is quite clear to use the term prevailing in the legislative custom, which is more common and common among the public.

Accordingly, it is worthy of the drafter to use the legal terminology prevailing in the State, and to dispense with the same non-dominant or uncharacteristic terminology that it meets or approaches in meaning. Legislation is drafted in his country's language and in the terms of those to be applied to them. (Fath al-Bab, 2012)

However, not only does that mean complete closure and deadlock in the use of State-specific terminology, as in today's times it is in keeping with terminology commonly used at the international level, or those terms arising from scientific development are inevitable to keep up with the developments and conformity of the legislation. The language of the legislation, including the terms used, should evolve to keep pace with the requirements of the times and to keep pace with scientific development.

The concomitant use of modern terminology has helped to influence the language of legislation in international terminology by the speed and ease of communication, as well as by increasing cooperation between States in all areas. In the view of some, it has become the case that each State is unable to enact its own laws in isolation from international laws and conventions. (Sabra, 2008)

International or regional uniform laws have become the guide for the preparation of national legislation, and the drafter must also use relatively newer terms, which have been anchored in legal thinking. (Drafting Guide for the Republic of Iraq, 2010)

The drafter's consideration of the title and number of the legislations

The title of the legislation must be formulated in clear, concise, and concise terms that reflect what is contained in the legislation, and it is desirable to use the words and words that are stable in legal thought.

Therefore, the drafters of the Civil Code have not been called the Transactions, Contracts, Rights and Obligations Act, although it contains many transactions, contracts, rights and obligations. We say to the Civil Service Act the Public Service Act, as we say (the Public Budget Act), not the Public Budget Act); Because each word has its own meaning different from the other, the term "budget" means the amount of income collected by private law subjects and expenditures actually disbursed in the past fiscal year, and the term "general budget" relates to the

regulation of expected general revenues and general expenditures to be disbursed next year.

The designation of laws such as the Civil Code and the Penal Code is not a drafter's or legislator's release. In other countries, especially Arabs, they have been renamed and settled and become part of the general formal principles adhered to by the formulated and legislator. When the formulated and legislator moves away from such designations established in the collective legal mind, they are subject to criticism by jurists. (Al-Sheikhly, 2018)

In drafting the title of the legislation, consideration must be given to avoiding conformity or significant similarity between the title of the legislation and the title of one of the legislations in force; In order to avoid confusion between the two interlocutors, they believe that they are a single law, as well as to avoid conformity or significant similarity between the title of the legislation and the title of one of the internal sections of the legislation itself.

Legislation must also bear a serial number and include the year of its enactment, with the number and year of enactment to be established upon publication of the legislation.

Conclusion

The research concluded that the legal disciplines of the legislative wording were precision and clarity, brevity, observance of the principle of the incorporation of legal rules, respect by the legislator for its terms, respect for international obligations, avoidance of jurisprudence, control of definitions and avoidance of inclusion except as necessary, and the introduction of the newer term, taking into account the language of the legal branch to which the legislation belongs, the title and the number of the legislation.

Recommendations

1. The research recommends that the field of diligence be limited to defining, interpreting, and interpreting the terms used in the legislative drafting process, which has an impact on the application unit as a result of different interpretations and different views.

- 2. In drafting legal texts, the legislative drafter must consider the State's conventions by identifying them when drafting the texts to be drafted.
- 3. The provision of the legislative text requires special restraint in terms and phrases that interrupt diligence and interpretation and prevent the text's departure from the framework of precision.
- 4. Legal texts must be subject to a set of rules and regulations that must be observed to ensure a proper linguistic understanding of the content and substance of legal texts in accordance with the legislator's intention and intent. The legislative text should be drafted in clear and understandable language consistent with the State's tradition of legislative language.

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