# THE EXTENT TO WHICH THE STANDARDS OF PARLIAMENTARY CONTROL ON THE WORK OF EXECUTIVE BRANCH HAVE BEEN ACHIEVED

(Iraq Is A Model)

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#### ABSTRACT

The topic of Parliament's competence to issue legislative decisions is one of the topics that are among the most important competencies of the legislative authority of Parliament, and one of the principal topics for any political system. It being a cause for the interest of researchers in the field of legal research in these topics, as it reflects the prominent impact on the process of enacting laws. Despite the effectiveness extent of this control; it entails that parliamentary work is supportive of the political system for the state. The extent to which the standards of parliamentary control on the work of the executive authority is negatively reflected on the political actions of the state and the entire political system. Thus, the research problem lies in two important fields, the first of which is the reluctance of the parliament's role in the maturation of the controlling idea over the executive branch. This reluctance resulted from the partisan dominance of the government and its influence since it represents the largest and influential bloc within Parliament by most of the members belonging to that bloc. Second, the description of parliament as a weak institution and the detracting from its rule made it unable to effectively influence. Accordingly, the research aimed to raise this problem to improve the situation reality of this institution and its effective function for the public interest.

#### INTRODUCTION

# • The research topic

It's surprising to find a State with a modern democratic political system that does not have a parliament, which represents in its content representatives from segments of society that protects their political, economic, and social interests. In most political systems, parliament is the first base of democracy, which is also the connection between all the political institutions in the state. Moreover, it is the arena for debate between the citizen and the government, and it is an inspiration of expression of citizens' demands, and a watchdog over the performance of successive governments, to protect the public interest. Therefore, the studies represented in the extent to which the standards of parliamentary control on the work of the executive branch is one of the research that is being studied by specialists in the field of parliamentary control on the work of the executive branch. Besides, an indication of the effectiveness of this control, especially since the supervisory role of Arab countries is still completely immature, which negatively affected the political actions of the state and the entire political system. Concerning the public interests, it has a great influence on the political decisions of Parliament, so the importance of the research lies in the extent to which the standards of parliamentary control on the work of the executive branch are achieved or not because parliamentary control is one of the most important original functions of Parliament. Likewise, its good performance is the one that creates an element of balance in the application of the separation principle between powers. In essence, it is a phenomenon that is a form of sophistication and development in political systems and the imposition of their penalties resulting from the government's deviation from the proper application of the law. Therefore, most of the political systems adopted the control system over the government work, which was developed in most European countries. Parliamentary control was formally present in the Arab countries and practically absent. Therefore, Iraq is one of the modern countries in the systems with recent development in the work of control, which has adopted a flexible separation system of powers and the extent to which it is achieved on the executive branch work. As a result of the topic expansion, the researcher decided to focus on researching the extent to which the standards of control work on the performance of government work are achieved in two sections.

# The research problem

The research problem lies in the extent to which the standards of audit of government workers have been achieved, at the global and regional levels, including in the Republic of Iraq, which requires studying the role and effectiveness of the control reality performance in Iraq and according to the Constitution of the Republic of Iraq for the year 2005. In addition, it indicates the means used in the extent to which that audit is achieved in the financial field and foreign policy. However, identifying the defect is not enough, but by following the practical and realistic means of control of the Parliament works, and studying the government work and its subjugation to the control works.

# The research importance

The research importance lies in two important things:

- 1. It is the case of the weak role of parliamentary inspection work and limiting its role in legislative work to the hegemony and dominance of the influential government. Besides, the dominance of the largest bloc's influential in managing the business of countries and their direct and effective influence on the dominance of the government's work, which weakens the control role of Parliament over the work of those governments. Therefore, the positive verification of the better and greater control role of Parliament through identifying and studying the government role by urging it to carry out important reforms to upgrade this institution.
- 2. Paying attention to the role of Parliament and directing criticism to it by detracting from the control rule, which lies in the assumption by accessing and reforming it to make it effective and confident in performing its supervisory duties to develop this supervisory institution to improve the public interest

#### Research Methodology

The analytical method was adopted to understanding the problem of the research study, where the researcher has been explained the idea of analysis and details of the general policy for the state. Thus, the audit function of Parliament is a political process adopted by one of the most important parts of the political system, which is Parliament, that directing the criticism of political actions. Coupled with, the management of the executive branch to guide it towards the realization for a purposeful and successful political administration.

# The first topic

# The concept of parliamentary control and performance effectiveness

The concept of parliamentary control has different meanings, according to the use of this term, the need for it, its perspective, and its dimensions. This concept is determined according to the effectiveness in the power of influence and speed, which is the organized ability to achieve important goals. Therefore, legal scholars have dealt with this term as the ability to produce legal effects, which means, the actual legal enforcement and validity in time and place for the persons addressed. Human beings have always sought to ensure a stable and secure life of freedom, but this can only be achieved by achieving the minimum level of freedom with power. Most constitutions have dealt with this to achieve a necessary balance between authority and freedom, and so that authority does not go too far in disturbing this balance, which it is supposed to be legitimate (legitimacy is constitutional legitimacy), and legality. The meaning of legitimacy is constitutional legitimacy, which refers to the necessity of the commitment of the three legislative, executive, and judicial authorities to what is stated in the constitution, being the authorities established by the people by the constitution of each state. This obligation is based on important legal and political guarantees, including what is known as control and the extent to which it is achieved in this area, which is an important aspect of governance, but rather a basic function of the state, and a phenomenon of the advancement and development of developed societies in this field (Abdul Rahman Techouri, 2011). Hence, an audit is not only a guarantee, but rather a means that secure the social and economic status of the state, which is related to all that is civilized, as the aim of it is to achieve the evaluation of the government's behavior, and to reach the best political field and to manage its resources to improve the better standard of living for society.

# The first demand

# (Defining parliamentary control, language, and terminology)

Through a historical view by which control was known, it was what was known as (Hisbah), which is a type of control system in the old days, that enjoining good and forbidding evil. Besides, the principle of people's rules also appeared in ancient times in Europe, which necessitated control of the executive body (Abd al-Rahman Techouri, 2011).

#### First section

### Defining Parliamentary control as a Language

The term of control gives several meanings according to the nature and type of control carried out by Parliament, its objective, and the most important means used to apply the work of this control. Several terms have also been associated with it and even matched it in many respects, thus, the definition of control comes in language and terminology as follows:-

• Defining language. This word came from the verb (watch) (watching), meaning he follows something to the end, and the verb watcher is the one who performs the act of monitoring, as he is considered as the guardian of the thing and the keeper of it (Islamic knowledge of jurisprudence). Linguistically, it means examination, accounting, investigation, inspection. Administrative control: monitoring the administration to ensure that its actions conform

# GALAXY INTERNATIONAL INTERDISCIPLINARY RESEARCH JOURNAL (GIIRJ) ISSN (E): 2347-6915 Vol. 12, Issue 4, April (2024)

to the law, based on the request of individuals or its own. Control: to monitor and supervise work, and by its meaning: control: the right to monitor and supervise a work (www.almaany.com).

#### Second section

# Definition of parliamentary control terminology

Oversight in its political sense is the political and technical tool, and it is considered one of the important components of the state, so it is the legal and technical course that the supervisory authority follows to verify the integrity of political and administrative performance and action, and it is also the guarantee for the citizen freedom. Therefore, control defines: "It is accountability, investigation, inspection, research, and investigation of the extent to which performance conforms with the public interest, and that control took the form of accountability when a defect occurs. State institutions and agencies cannot achieve the goals for which they were established except through control, it is also how it is possible to ascertain the extent to which the objectives are achieved and the effectiveness of performance in the specified time (Miloud Zabih, 2013: p23). The concept of control is also linked to matching what the government accomplishes from its goals, which depends on the extent to which those goals conform with what they aspire to achieve in the public interest. Control is the main means to make the executive authority doing and improve the performance of its tasks in a good way. The jurists differed in the meaning of control, but they agreed on the basis on which it performs, and which is the calculation is the essence of the control process (Miloud Zabih, 2013: p24).

# The second demand

# (The concept of effective performance of Parliament and the forms of control)

The term performance is one of the terms dealt with by legal scholars in political science and economics. Since, describing an institution with good or poor performance as a result of carrying out its tasks, which has become a common term related to the performance of the work of that institution by accomplishing its activity and carrying out its tasks, or by carrying out an act that helps to achieve those goals, and this is achieved through its available resources and capabilities (Miloud Zabih, 2013: p17). This term is also used for the degree of achievement of a goal by the legislative institution, as the success of its effectiveness makes it achieve the expected results. The performance is also expressed by the goal that seeks to achieve a specific activity. Thus, the scientific and objective necessity necessitates taking into account the effectiveness of the oversight performance of Parliament, provided that there is a proportionality between the oversight mechanism, the political system, and the constitutional rules in that it is possible to do this performance. This means that Parliament should not be burdened beyond its available capabilities, and this requires that Parliament be able to carry out the legislative and oversight rule in a broad form according to the Constitution (Hani Hassan Al-Moussawi, 2010).

#### First section

# Definition of effectiveness and performance

Two terms that have emerged as important in the legislature are effectiveness and performance, where effectiveness means the humane practice of Parliament in a proper manner in doing its legislative function. Though, it is an expression of the ability to continue, by achieving the desired goal, the level of performance effectiveness of the legislative institution rises. The goal is the most important input to effectiveness, and it naturally reflects the ability of the institution to survive or not, and it also means the correct interaction of the inputs to obtain successful outputs, and it is linked to the successful means that were used to reach results that seek to achieve successful goals (Noureddine Magzi, 2008). On the other hand, performance means the performance of a work or the completion of an activity, and the implementation of a task, or in the sense of doing an activity that helps to reach the set goals. It also means the completion of the work, or how the organization achieves its goals, the performance varies into total and partial. Total means the embodiment of the achievements that all the elements have contributed to achieving, and their achievement is not attributed to any element without the contribution of the rest of the elements, while partial performance is achieved at the level of sub-systems for the institution (Miloud Zabih, 2013: p37).

### Second section

# Parliamentary control forms

Because of the difficulty of defining the comprehensive concept of parliamentary control due to the difficulty of the aspects and problems raised by this concept, and what can be branched from a group of general forms, the researcher necessitated to divide it into forms, including The purpose of control in its general sense is to detect defects and negative deviation in the exercise of tasks, and to treat that defect and deviation by providing alternatives to address that deviation and defect. This indicates that control is not a tool that sheds on political institutions, but rather it must be taken in the constructive concept that it aims to control and develop for the better. Though the difference in control and its means is according to those in charge of it, and according to the different procedures and their employment. The researcher dealt with the forms of control as follows:

- Control in terms of its position of performance. Control is divided according to its position in terms of performance into:
- A- Previous control. It is the control that means the occurrence of the defect before it occurs, which must be prepared for and confront any deviation in it. Here, it is necessary to prepare for a defect before it occurs and not wait for announcing it. Rather, what is required is to investigate and search for the error to detect it before it occurs, and here the control begins with preparing the appropriate procedure to avoid the error before it occurs, by preparing the proper organization to implement the law and making an effort to remedy the error (Dr. Adnan Ajel, 2010: p 117).
- B- Subsequent control. It is the control that follows the achievement through their evaluation and its effects according to the set of laws prepared to show the defect and avoid it. This type of control represents a corrective nature, and this type of control is

adopted in a rapid achievement that prevents everything that hinders its achievement (Dr. Adnan Ajel, 2010: p121).

# • Official and specialized control. It is divided into four sections:

- A- Legality control. Legality control hypothesizes that there is a law issued by the legislator, directed and started to be implemented and that there is a party that has violated the constitution, and as a result of the authority's violation of the constitution rules, it necessitated a rebuttal because it violated the constitution. Therefore, the matter of the violation was entrusted to a judicial body to have its say in this violation, which in turn undertakes the process of freezing or canceling the law. or preparing for its non-implementation. Generally, the principle of legality is that everyone is subject to the Supreme Law and that any violation is a violation of the Constitution (Mohammed Hashim Muhammad Al-Husseinawi 2018: p14).
- B- Financial control. This control is considered one of the basic tasks of the parliament since its inception, and it is considered the origin of this control with public funds and protection. It has expanded in the future to include within its legislative and judicial competencies, although Parliament has done this competence, there are independent regulatory bodies that doing this control work (Mansour Al-Qadi, 1996: p628).
- C- Constitutional control. This type of control is considered one of the important matters and the necessary work of Parliament in following up and continuous investigation in following up on what is issued and enacted of laws by Parliament. Besides, it is considered one of the Parliament's basic tasks and even necessary to ensure the credibility of the legislation. The control of the constitutionality is also important because it moves to protect the constitutional supremacy, the principle of the gradation of legal rules since the constitution is located at the top of the hierarchical hierarchy. After all, it represents the general framework for all the life of the state (Dr. Taima Al-Jarf, 1994: p4). From this point of view, it is unreasonable for the lower-ranked legal texts to contradict the supreme law, otherwise, they are considered to violate the constitution and considered unconstitutional. Since the constitutional rule is the legal text that is superior to the rest of the lower texts and hence its constitutionality and validity, which means that all other texts were under the penalty of cancellation in the case of violating the nominal text. This created the control apparatus to prevent the occurrence of the violation that could be caused by the authorities and to protect the constitution from any transgression, and here the control ensures that the defect is corrected and returned to conform with the supreme law of the constitution (Ali El-Sayed El-Baz, 1978: p44).
- D- Parliamentary control. Parliament is known in all countries of the world that it has two basic functions: the legislative function and the control function, as for the other functions, they differ according to the different political systems in the world. It also depends on the nature of the relationship between its three powers, as the control mission of Parliament is a reason for establishing this authority and is based to perform its duties to ensure the safety of the executive authority's performance of the tasks entrusted to that authority. In addition, it reveals whether the implementation of the law is carried out for accountability in case of violation (Ihab Zaki Salam, 1983:p17).

# The second topic

# Means of parliamentary control over the executive authorities and their effectiveness

The democratic transformation of any political system requires that it have a parliament with strong representation. This institution must issue laws and decisions that are imposed on the executive authorities and contribute effectively to the management of the state, and because Parliament is the right interface for democratic representation. Therefore, the political system needed to have a parliament that possesses the qualifications of sufficient power in legislation, the implementation of such legislation, and its control. In light of recent developments in the political life of developing and global countries, at the Arab and international levels, the issue of the strength of parliamentary performance and adherence to its legislation has become a vital, necessary, and objective matter as a result of democratic transition. Consequently, the legislative authority is the link between state institutions, but the supervisory means used are the safety valve for managing and correcting the state (Miloud Zabih, 2013: p386). Accordingly, the means of parliamentary control on the executive authorities and their effectiveness on the executive authorities is the comprehensive knowledge of the parliamentary work functions and identifying of each of these functions. Including the competencies of Parliament, its use of the control means, and the effect that this control produces on the success of the political system of any country in terms of employing technical and control capabilities. These indicators give Parliament the real framework for political action.

#### The first demand

# The effectiveness of parliamentary oversight means: its origins and most important characteristics

The measure of control and legislative effectiveness in the life of Parliament is contingent upon the development of legislation that seeks to achieve the demands of the people. This is subject to the monitoring and accountability of the executive authority, with the view that this is through a set of indicators that are represented in the presence of parliamentary committees that rule either permanent or temporary to have specific tasks, where they are formed according to the exigencies of necessity. These committees play an effective and transparent role in carrying out their tasks, this is due to several reasons, including; The increasing burdens of Parliament imposed dependence on these committees and the adoption of results of those control committees. Anyhow, the effectiveness of these committees remains conditional on the effectiveness of their members and a reflection of their activities, however, the limited activity was reflected in the performance of these groups and made their ability to impose alternatives limited, in addition to the affiliation of the members of these groups to parties supporting the government. This has weakened the ability of these committees to perform their effective control role and its importance (Miloud Zabih, 2013: p360).

#### First section

### The origins of control in Parliament

After understanding the term concept of parliamentary control and its oversight effect on the executive authority, the origins of control began in Europe and Britain in particular, and several factors, including economic and political, participated in its creation. Then, it

transferred to other European countries, and that control work then transferred to the Arab countries in Third world countries and Asia, and among those countries that doing oversight work is the legislative authority in the Iraqi parliament (Miloud Zabih, 2013: p64). However, the emergence of control in Europe extended to history, as it arose in the societies of the political and social renaissance, where it is considered one of the most important manifestations of the control of political systems in European countries in the past. Besides, it has become one of the requirements of the legislative authority to impose the control role on the executive authority, to verify that it has achieved the goals and requirements that people seek. Therefore, the emergence of the control role was associated with the emergence of the legislative authority in Britain, and due to a set of circumstances and factors, and it transferred to other countries, including the third world countries and Iraq (Miloud Zabih, 2013: p64).

### Second section

# Characteristics of Parliamentary control

The political systems have adept a parliamentary life with a political framework that resurrects the suffering reality that created a legislative institution from the masses of people demanding the application of an active democratic system and executive authority that takes into account the implementation of laws aimed at strengthening the activity of society. The legislative authority, with its parliamentary control, is the beating heart of the political system (Dr. Naji Abdel Nour 2006). Likewise, control is one of the oldest tasks defining the legislative authority, since the supervisory system is also an active system for every political system (Naji Abdel Nour, 2006: p102). Parliamentary control means have many characteristics, including it is determined that the total constitutional powers and mechanisms, and the set of procedures determined exclusively to mobilize and exercise parliamentary control over the work of the government and public administration through the government (Ammar Awabdi, 2006: p116). Along with, the existence of a political and judicial body that is responsible for emphasizing the application of laws and their legitimacy to the provisions of the Constitution, and in the event of a violation of legislation from them, it may be canceled or refrained from applying them (Dr. Adnan Ajel, 2010: p 116).

# The second demand

### Objectives of Parliamentary control

Several constitutions, including the constitutions of Arab countries and Iraq in particular, stipulate the constitutionality of laws, as it referred to a special body that is mostly political, and instructed it to monitor the implementation of legitimate laws and the extent of their implementation by the executive authority. Hence, constitutional jurisprudence defined the legislative authority, as the authority that has the right in the issuance of binding general rules that govern the actions of the group within the state, and in the modern state, the legislative authority belongs to the people. Therefore, the importance of the legislative authority is due to what determines who performs its legislative duty on behalf of the people by representing the enactment of laws, and the monitoring of their implementation. As well as, the task of the control, financial and economic function, where the important objectives of

# GALAXY INTERNATIONAL INTERDISCIPLINARY RESEARCH JOURNAL (GIIRJ) ISSN (E): 2347-6915 Vol. 12, Issue 4, April (2024)

the legislative authority are the task of monitoring the work of the executive authority and monitoring the implementation of laws (Hassan Nasser Taher Al-Mehna, 2008: p36).

#### First section

# Activate the parliamentary control mechanism

The control performance of the legislative authority over the executive authority should not be limited to the government's program and the country's policies. Rather than, its task is to direct, and detect any imbalance or deficiency in the implementation of what has been enacted of laws, and that according to the mechanism of less complicated in it doing of those tasks. Besides, the implementation of this mechanism is determined by parliamentary questions, interrogation, verification, and the monitoring of parliamentary committees, and what is combined in these mechanisms is interrogation, clarification, and inquiry, Parliament seeks to collect facts or verify to determine the truth of the matter and for that, it can show the following (Miloud Zabih, 2013: p236):

# First: the procedural means of asking questions

One of the procedural means of asking questions is what Article (60) referred to, which indicated the procedures followed in asking questions through a written request submitted to the Presidency in questioning a member of the Council of Ministers signed by the questioning requester and with the approval of at least twenty-five members (Article (58) Internal Regulation System of the House of Representatives). The constitution referred that the members of Parliament can ask a question, either orally or in writing, to any member of the executive authority. This is mentioned in the text of Article (61, paragraph C) of the Constitution of the Republic of Iraq for the year 2005 (Article (61, Paragraph C) of the Constitution of the Republic of Iraq for the year 2005). It also determines the date for presenting and answering questions, and in coordination with the government and those committees, and a member of Parliament can ask more than one question in the session, as the text of the question is deposited in the same way as the oral question is being asked. It is also considered among the contexts of the Parliament's internal Regulation System, which is referred to in Article (63) of the Internal Regulation System, Chapter Eleven of Impeachment and Withdrawal of Confidence (Article 63 of the Internal Regulation System of the Iraqi parliament).

### Second: The rights of the questioner guaranteed by the constitution

The Constitution of the Republic of Iraq has indicated in Paragraph C of Seventh of Article 61 (The Constitution of the Republic of Iraq in paragraph C of VII of Article 61.000), referring to that the member of the House of Representatives can ask any written or oral question to any member of the government, that is, the constitution confers an acquired right for every member of Parliament, and this is confirmed by the Council's internal Regulation System In Article 59, which is a procedure that has the power to influence the government and public opinion. The law also permitted the withdrawal of the question by the representative, and with it, the interpellation was canceled (Article (59) of the internal Regulation System of the House of Representatives).

The legal texts also indicated the right to comment, which indicates that the representative has the right to accept or reject the minister's answer. The comment is a procedure that the representative may resort to respond to the minister if he is not convinced of it, or it is not sufficient or the answer is not clear. The law also stipulated that it be free from criticism, accusation, and defamation, that it be brief, and that it be for clarification (Miloud Zabih, 2013: p239).

#### Second section

# Activating the Parliament's performance and ability to control

Parliament's ability to perform its oversight role over the executive authority is represented by explicit constitutional texts, and according to the opinion of jurists, this control is known as political control. It is within the jurisdiction of the legislative authority to play its control role on the constitutionality of laws, it was only authorized to do so based on explicit constitutional texts. Similarly, it authorized the legislative authority to do so in its entirety or through some of its members in the form of a political control committee, or by the head of the legislative authority, or by a political committee designated for that control work (Ali El-Sayed El-Baz, 1978:p 91). Furthermore, the jurist Burdeau says, "The idea of assigning a political body to control the executive authority and its commitment to the constitutionality of laws is logical, as the body that has the power to rule over laws and activate the control role in the state must be political (Ali Al-Sayed Al-Baz, 1978:p98). The constitutional rules have usually established in the parliamentary systems of the legislature certain rights to face the government, including the realization and use of effective control over the actions of the executive authority. In return for these rights set by the constitutional legislator to control the legislative authority, the constitution also made the executive authority its means, which can affect the work of the parliament and its presence as well, to create a kind of balance between the two powers(Ramzy Taha Al-Shaer 2005: p508). From this, it becomes clear that the responsibility in the ministry is one of the most serious responsibilities that the parliamentary system has given to the legislative authority to monitor the executive authority, but this does not mean that there are no other means in this regard. Another important work of the legislative authority, in addition to the work of control, is the right to ask questions by directing them to the government or ministers, as well as the right to raise a topic for discussion, conduct an investigation, and interrogate the head of the executive authority and members of a government (Ramzi Taha Al-Shaer, 2005, p. 508).

### **Ending**

The issue of parliamentary control has been interesting for scholars because the control of the legislative authority has a significant impact on the parliamentary and political systems of modern countries. Besides, it has a prominent impact on decision-making, and to the extent that such control is effective, this is reflected positively on the work of the executive authority and the optimal performance of the political system. Whenever the control was effective and productive, the parliament will be positive in its work and supporting the political system. By completing this research, a set of conclusions and recommendations have concluded, as follows:

#### CONCLUSIONS

- 1. The function of a member of Parliament is limited to discussion and accountability, and his role goes no further, as it does not rise to the performance of a qualitative role because it loses the authority and ability to rise to this role, including the control role.
- 2. There is no competitiveness of parliament members in the control field because members of the legislative branch are loyal to the executive branch.
- 3. The creation of the control work came as a result of the lack of proper implementation of the general rules, and the identification and accountability of those responsible for errors in the work of the executive authority.
- 4. The control means are deterrent and threatening means for governments, and there is a diversity in the means of treatment, as they show the weaknesses and failures in the performance of the governmental role, and that the supervisory role is to evaluate and prevent the repetition of mistakes threatening the political system.

#### RECOMMENDATIONS

- 1. A member of Parliament has a moral and legal obligation to perform the tasks entrusted to him, and to be worthy of the task he performs as a representative of the citizens, and strive to activate the role of Parliament, including the control role.
- 2. Parliament should play the role of civil society organizations to monitor the performance of the government, as these organizations are a supportive pillar of the control work.
- 3. Activating the control role because it is not possible to imagine the existence of a political system without a firm control system because any control system does not have control, it lacks the ingredients for its existence, such acts are the responsibility of Parliament in the performance of this function.
- 4. Activating the control performance, which has become an urgent and necessary need, and directing reform measures to the extent that gives the legislative authority a high position in drawing public policy and decision-making, depending on the flexible separation of powers that leads to cooperation and mutual control.
- 5. Developing the qualitative performance of Parliament and giving it a distinguished and advanced role among state-affiliated institutions, by striving to develop the performance of Parliament's members, and developing their control and legislative work, by supporting the legislative authority with advisory offices with legal and financial specializations and specializations that serve the legislative and control process.

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