

**Plain Laws Understandable by
Singaporeans (PLUS) Project 2013**

**Attorney-General's Chambers,
Legislation and Law Reform Division**

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PLUS

Plain Laws Understandable by
Singaporeans

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EXECUTIVE SUMMARY

1. The Attorney-General's Chambers, Legislation and Law Reform Division ("AGC LLRD") commissioned Forbes Research Pte Ltd to conduct a survey to identify stakeholders' views on how to improve and modernise the Singapore statute books, online and hardcopy.
2. The survey was conducted online for one month from 12th November to 12th December 2013. The achieved sample size was 1058.
3. The survey was divided into two parts, Part A (compulsory section) and Part B (optional section). All respondents (n , sample size = 1058) completed Part A and 56.2% of them (n , sample size = 595) took part in Part B.¹
4. The stakeholders participating in this survey were public administrators and regulators (46.1%), general public (34.3%), legal professionals (17.1%), non-law students (5.8%), law students (5.5%), judiciary (4.5%), law academia (1.4%), librarians (1.2%), and parliamentarians (0.6%). The percentages do not add up to 100% as the same respondents were allowed to choose multiple stakeholder groups.
5. For purposes of analysis, the stakeholders were clustered into three groups based on the frequency of their usage of written and online legislation. The three groups are 1) frequent legislation users, 2) moderate legislation users, and 3) infrequent legislation users.
 - *Frequent legislation users* use the written and online legislation almost daily to a few times a month. They make up 29.4% of the achieved sample size and comprise of the judiciary, law academia, law students, legal professionals, librarians, and parliamentarians.
 - *Moderate legislation users* use the written and online legislation a few times a year. They make up 44.9% of the achieved sample size and comprise of the public administrators and regulators, excluding those who have been categorised as frequent legislation users; and
 - *Infrequent legislation users* are users who either never use or use the written and online legislation only once in a few years. They make up 25.7% of the achieved sample size and comprise of the general public and non-law students, excluding those who have been categorised as frequent and moderate legislation users.

¹ Respondents must complete all questions in Part A. In contrast, respondents need not complete all questions in Part B. The sample size stated ($n = 595$) is the number of respondents who answered at least one question in Part B.

6. The majority of the respondents were aged 20 – 49 years old (80.3%) and had at least a university degree as their highest educational qualification (78.9%).
7. Many suggested areas of improvement for the aids of understanding received more than 50% favourability in all 3 groups, such as:

Aids of understanding (Preferred by more than 50% respondents in all group)	% Favourability		
	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Having highlighted defined words	85.9%	90.1%	86.8%
Having explanatory statements in subsidiary legislation	77.8%	86.9%	82.4%
Having outline clauses	59.5%	68.2%	67.3%
Having overview clauses	59.5%	78.3%	79.8%
Having purpose clauses	74.3%	80.6%	80.5%
Describing proportion as formula	90.7%	89.3%	84.9%
Expressing calculations in the form of steps	78.1%	77.5%	85.3%
Expressing procedure in the form of steps	82.0%	87.6%	87.9%
Using graphics and flow charts	73.0%	85.5%	85.3%
Using more acronyms and abbreviations	57.9%	63.3%	64.2%
Having notes in subsidiary legislation	90.4%	91.1%	87.0%
Writing of nature-stated titles	55.3%	51.7%	50.4%
Using express cross-references	61.6%	54.0%	60.0%
Using descriptions in cross-references	71.2%	74.4%	80.8%

The main reasons for being in favour of outline clauses, overview clauses, and purpose clauses were:

In favour of ...	Main reason(s)	%		
		Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Outline clauses	Outline clauses are easy to refer to	21.1%	20.1%	17.5%
Overview clauses	They are helpful in providing brief summary and rationale of the legislation	10.8%	7.5%	4.1%
	They are informative and understandable by laymen	7.6%	7.3%	9.2%
Purpose clauses	They are helpful in interpreting the legislation	13.4%	2.6%	0.5%
	They give better understanding of the law	9.5%	14.1%	15.1%

8. Some choices of expressions and numbers were preferred by more than 50% of the respondents regardless of which group they were from, such as:

Words, phrases, expressions, & numbers (Preferred by more than 50% respondents in all groups)	% Favourability		
	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Using cardinal numbers (i.e. "Schedule 1" or "Schedule 2") in the writing of multiple schedules	55.0%	61.5%	69.5%
Using Arabic numerals (i.e. Part 19) in the writing of parts numbering	85.2%	90.9%	89.0%
Writing dates without ordinal indicators in the numerals (i.e. "21 July 2013" or "2 February 1988")	83.9%	86.9%	76.5%
Using multiple paragraphs in a subsection	63.7%	69.1%	61.0%
Using "commits" rather than "shall be guilty of" in the writing of penal provisions	50.9%	56.7%	53.8%
Using active voice in the writing of legislation	80.3%	79.0%	71.9%

The main reason for being in favour of the use of "commits" rather than "shall be guilty of" in the writing of penal provisions was because it is more concise, direct, and easier to understand (18.0% of frequent legislation users; 13.6% of moderate legislation users; 12.9% of infrequent legislation users).

9. Some other expressions received less than 50% support of the respondents, such as:

Areas	Most preferred choices	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Gender neutral drafting	Non-gender neutral drafting	35.0%	18.7%	22.4%
	Gender neutral drafting	34.1%	48.2%	57.7%
Sandwich clauses	The use of single subsection with the details of the contained in the beginning of the sentence	27.7%	41.3%	37.9%
	Splitting a legislative provision into multiple subsections	36.7%	22.9%	20.6%
Use of "any" and Use of "a"	More use of "any"	44.0%	45.9%	45.0%
	More use of "a"	34.9%	36.5%	34.1%

 = 50% preference and above

 = Less than 50% preference

The main reasons for being in favour of non-gender neutral drafting and gender neutral drafting, as well as for preferring more use of "any" and "a", are shown in the following table.

In favour of ...	Main reason(s)	%		
		Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Non-gender neutral drafting	The use of "he" is more readable and less cumbersome	21.1%	15.7%	9.8%
Gender Neutral drafting	Better understanding that the law applies for both genders	6.6%	9.6%	4.5%
	Eliminate gender bias	4.7%	6.6%	5.7%
More use of "any"	"any" is more encompassing than the use of "a"	4.2%	3.7%	6.9%
More use of "a"	It is simpler and more efficient	13.2%	11.8%	6.8%

10. Some surveyed choices of words and phrases were preferred by more than 50% of respondents in all 3 groups, such as: “*Any other person*” (as compared to “*anyone else/ someone else*”); “*Despite/ in spite of/ however*” (as compared to “*notwithstanding*”); and “*Under/ because of*” (as compared to “*pursuant to*”).

Areas	Words & Phrases (Preferred by more than 50% respondents in all groups)	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Words & Phrases	Any other person	66.1%	55.8%	57.7%
Words & Phrases	Despite/ in spite of/ however	53.2%	67.0%	60.8%
Words & Phrases	Under/ because of	51.8%	74.7%	65.4%

However, some phrases failed to receive 50% support from all three groups, such as follows:

Areas	Words & Phrases	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Words & Phrases	Commence	47.2%	36.5%	44.6%
	Start/begin	43.6%	50.2%	39.2%
Words & Phrases	During	65.6%	66.5%	46.2%
	For the duration of	28.9%	27.9%	44.6%
Words & Phrases	Cease	46.3%	42.5%	45.4%
	Stop	41.7%	42.9%	40.0%
Words & Phrases	Medical practitioner	46.3%	30.9%	42.3%
	Doctor	44.5%	59.2%	46.9%
Words & Phrases	Is taken to be/ is treated as/ is regarded as	45.9%	62.7%	47.7%
	Shall be deemed to	41.7%	26.2%	40.8%

 = 50% preference and above

 = Less than 50% preference

11. Most frequent legislation users perceived the pairs of the phrases “*must*” and “*shall*”; “*has*” and “*shall have*”; “*shall be*” and “*is*” as having the same meaning. However, most moderate and infrequent legislation users felt that the pairs of the phrases had different meanings. The only pair of phrases that was mutually agreed by all three groups to have the same meaning was “*employees of the Authority*” and “*the Authority’s employees*”. The breakdown of the perceived similarity among the pairs of the phrases is shown in the following table:

Perceived similarity (in meaning) between...	Most preferred choices	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
“Must” and “Shall”	Same	62.1%	30.7%	22.4%
	Different	31.8%	59.2%	70.6%
“Has” and “Shall have” (Present tense)	Same	58.5%	33.1%	31.6%
	Different	36.0%	55.2%	60.7%
“Shall be” and “Is” (Present tense)	Same	62.1%	42.7%	41.5%
	Different	32.2%	48.0%	51.5%
“Employees of the Authority” and “the Authority’s employees” (Possessive)	Same	94.9%	85.9%	80.9%

 = 50% preference and above

 = Less than 50% preference

12. Several choices in the surveyed layout and document design were preferred by more than half of the respondents in all three groups:

Layout & document design (Preferred by more than 50% respondents in all groups)	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Using A4 size paper (210 x 297 mm)	61.4%	76.8%	73.5%
Using justified text alignment	75.2%	74.3%	68.0%
Using 13-points line spacing	69.8%	64.0%	65.4%
Using hanging indent as paragraphs style	63.0%	75.8%	77.6%
Using wider spacing between paragraphs (after paragraph: 24 points)	51.4%	61.9%	63.6%
Using top and bottom wrapping method to locate graphs/ flow charts	85.3%	84.5%	82.0%

However, some choices of the layout and document design survey questions failed to receive 50% favourability from all three groups, such as follows:

Areas	Most preferred choices	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Font choice	Times New Roman	41.8%	28.0%	33.8%
	Arial	39.9%	52.8%	51.1%
Font size	13	53.4%	51.2%	41.5%
	12	37.9%	42.1%	47.1%
Font size	Using only one font size for the text in all parts of the legislation	32.2%	33.7%	24.3%
	Using more than one font size for the text in all parts of the legislation	43.7%	42.1%	54.4%
Paragraphs style	Wider first-line indent	32.2%	39.4%	43.0%
	Narrower first-line indent	50.2%	41.5%	38.2%

 = 50% preference and above
  = Less than 50% preference

13. Several choices in the surveyed phrases for amending legislation were preferred by more than half of the respondents in all three groups:

Amending Legislation (Preferred by more than 50% respondents in all groups)	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Delete regulation 2.	54.0%	53.7%	54.8%
Replace section 3(a) with: "XXX".	56.9%	60.0%	51.8%
Replace section 3 with "XXX".	55.3%	58.5%	51.1%

However, some choices of phrases for amending legislation failed to receive 50% favourability from all three groups, such as follows:

Areas	Most preferred choices	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Amending Legislation	Delete section 3.	44.7%	51.4%	51.8%
Amending Legislation	In section 3, delete "prices".	63.7%	51.4%	49.6%
Amending Legislation	In section 3, replace "prices" with "fees".	57.2%	57.5%	49.3%
Amending Legislation	In section 3, after "prices" insert "fees".	56.9%	41.5%	40.8%
Amending Legislation	After section 3, insert: "XXX".	42.8%	27.6%	25.4%
	After section 3, insert "XXX".	32.2%	41.9%	39.0%

 = 50% preference and above

 = Less than 50% preference

14. Some choices with regards to the online legislation database were preferred by more than 50% of the respondents regardless of the groups they were from:

Areas	Online legislation database (Preferred by more than 50% respondents in all groups)	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Device preferred to use the most	Desktop/ Notebook	84.9%	82.9%	76.8%
"Sticky"	Title and chapter number of the Act be "sticky" and remain in view	62.4%	66.9%	65.4%
"Sticky"	Having indicator at the top of the web page showing the Part and section number that is being viewed	80.7%	82.1%	82.4%
Arrangement of Acts/ Subsidiary Legislation	Alphabetically	90.7%	78.3%	71.3%
Cross reference & hyperlinks	Having a hyperlink to cross-reference provisions within the Act or subsidiary legislation itself	94.9%	88.0%	82.4%
	Having a hyperlink to cross-reference another Act or subsidiary legislation	85.2%	75.8%	72.4%
Cross reference & hyperlinks	Hyperlinking to the specific provision when hyperlinking another Act or subsidiary legislation	71.4%	70.5%	59.9%
Display of legislation	In parts (with faster performance)	67.5%	63.6%	61.8%
Print version	No need to print the Table of Contents when printing the online legislation	63.3%	50.3%	45.6%
Most desired to be able to select and print when printing the online legislation	Selected part	92.9%	88.6%	81.6%
	Selected provision	92.0%	75.4%	61.0%
	Selected schedule	88.7%	68.4%	58.1%
	Selected division/ subdivision	86.5%	70.9%	58.5%
	Table of contents	72.3%	60.2%	57.4%

However, some choices in the surveyed online legislation database questions failed to receive 50% favourability from all three groups, such as follows:

Areas	Most preferred choices	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Method to locate a legislation	Using the search engine	18.3%	55.2%	68.8%
	Browsing the alphabetical listing to locate the short title	77.5%	42.7%	27.6%
Defined words in online legislation	In bold font	40.8%	56.2%	54.4%
	In different colour	32.5%	30.3%	28.7%
Defined words with hyperlinks	In highlighted font	46.6%	50.9%	50.0%
	In different colour	44.1%	43.6%	41.9%
Cross reference & hyperlinks	Hyperlinking to the principal provision	54.3%	46.9%	49.6%
Chronological timeline	Important to have chronological timeline to be always available at the top of the page	46.3%	40.0%	46.0%
	Not important to have chronological timeline to be always available at the top of the page	25.1%	19.8%	18.4%
Chronological timeline	By a horizontal scroll bar	51.4%	39.2%	44.5%
	By arrow buttons	15.4%	27.8%	20.6%
Chronological timeline	Earlier versions on the left	68.8%	48.0%	50.0%
Display of legislation	In entirety	59.5%	47.8%	35.3%
	By parts	24.1%	29.3%	34.9%
Most desired to be able to select and print when printing the online legislation	Legislative history	50.2%	33.1%	27.6%

= 50% preference and above
 = Less than 50% preference

15. The most common suggestions for the online legislation website were providing accessibility to different versions of legislation (20.2%), enabling reproduction of data without loss of formatting (12.6%), and improving the user-friendliness of website display and interface (11.8%).
16. Other suggestions for the PLUS project were using plain language for legislation (36.8%), using shorter sentences, punctuations, and bullet points (26.5%), and using graphic organisers, illustrations, and case studies in the legislation (13.2%).
17. In general, most respondents were receptive to the suggested changes in the legislation. There were many similar preferences in the choices of areas explored in this survey among the frequent, moderate, and infrequent legislation users
18. However, there were some differences of views between the frequent, moderate, and infrequent legislation users in other areas, such as the phrasing of section; use of graphics and flow-charts; use of graphics and flow-charts; gender neutral drafting; difference in phrases; font choice; and method to locate an online legislation.

19. Based on the survey results, AGC LLRD will embark on the next phase, to improve and modernise the Singapore statute books, online and hardcopy. In implementing the results of the survey, AGC LLRD may have to change some of their current procedures and practices. This may require additional time, resources and manpower.

CHAPTER 1: INTRODUCTION

The Legislation and Law Reform Division (LLRD) of the Attorney-General's Chambers, Singapore, drafts and maintains the written laws of Singapore. LLRD's mission is, "To contribute to constitutional government, sustainable development and an accessible statute book for all through the provision of high quality, impartial and efficient services in legislative drafting, revision of legislation and the reform of the law."

LLRD is undertaking a project to improve and modernise the contents and design of the Singapore statute book (hardcopy and online). This is the **PLUS** project or the **Plain Laws Understandable by Singaporean** project. As part of the PLUS project, LLRD appointed Forbes Research Pte Ltd to conduct a survey.

1.1 OBJECTIVES

The objective of the quantitative survey is to obtain stakeholders' feedback on how to improve and modernise the Singapore statute book, online and hardcopy, in terms of its text and its design.

Key areas surveyed were:

- aids to understanding;
- words, phrases, expressions, and numbers;
- layout and document design;
- amending legislation; and
- online legislation database.

1.2 METHODOLOGY

1.2.1 Questionnaire Design

AGC LLRD designed the questionnaire. The questionnaire is enclosed in the Appendix for reference. The questionnaire was divided into two parts after feedback that there were too many questions and this may discourage some people from completing the survey. The two parts in the questionnaire were: Part A (compulsory for all respondents) and Part B (optional). Part A includes the information about the respondents and all key areas mentioned in section 1.1 (Objectives)

above. Part B includes additional questions from other areas. Among those surveyed, 100.0% completed Part A (n , sample size = 1058) and 56.2% took part in Part B (n , sample size = 595).²

1.2.2 Confidentiality of Survey

The survey was conducted online by way of a password protected Internet website which was secured with end-to-end data encryption. Other than broad demographic data, respondents did not have to enter any personal particular which could identify them.

1.2.3 Sampling Method & Fieldworks

The survey was conducted online among the following stakeholders: the parliamentarians, the judges, the legal professionals, the law academia, librarians, students, public administrators or regulators, and general public. Fieldwork for the study was conducted over the course of one month from 12th November to 12th December 2013.

1.2.4 Publicity about the Survey

Before the launch of the survey, members of the media were invited to a media briefing at AGC on 6th November 2013. The Chief Legislative Counsel of AGC LLRD conducted a briefing about the background and purpose of the survey to the media. The survey was widely reported in the local print and online newspapers such as the *Straits Times* and *Zao Bao*. In addition to the newspapers, television channel, *Channel News Asia* as well as radio station, *93.8 Live* also helped to publicise the survey and broadcast interviews with the Chief Legislative Counsel explaining the purpose and importance of the survey. Through the various news media platforms, the public was informed about the survey and how they could take part in the online survey.

Information about the online survey was also broadcast on various Internet websites including REACH, CUBE, Challenge, Singapore Academy of Law and Singapore Statutes Online.

In addition to the media and the Internet, AGC LLRD also sent letters and e-mails to the judiciary, parliamentarians, civil service, universities and various professional and trade organisations asking that members of these organisations participate in the survey.

² Respondents must complete all questions in Part A. In contrast, respondents need not complete all questions in Part B. The sample size stated ($n = 595$) is the number of respondents who answered at least one question in Part B.

1.2.5 Achieved Sample Size

The total achieved sample size was 1058.

CHAPTER 2: DEMOGRAPHICS OF RESPONDENTS

Information about the respondents captured in survey included, age groups, highest educational qualification, as well as the regularity of using written and online legislation. This chapter will discuss the information about the respondents' background, as well as the rationale for grouping respondents for purposes of analysis.

2.1 INFORMATION ABOUT PARTICIPANTS

The top three stakeholders in the survey were the public administrators and regulators (46.1%), followed by the general public (34.3%) and legal professionals (17.1%). The other stakeholders formed less than 6% of the total sample size: non-law students (5.8%), law students (5.5%), judiciary (4.5%), law academia (1.4%), librarians (1.2%), and parliamentarians (0.6%). The total did not add up to 100% as the same respondents were allowed to choose multiple stakeholder groups. Please see Figure 2.1 for a detailed percentage breakdown of all the stakeholders.

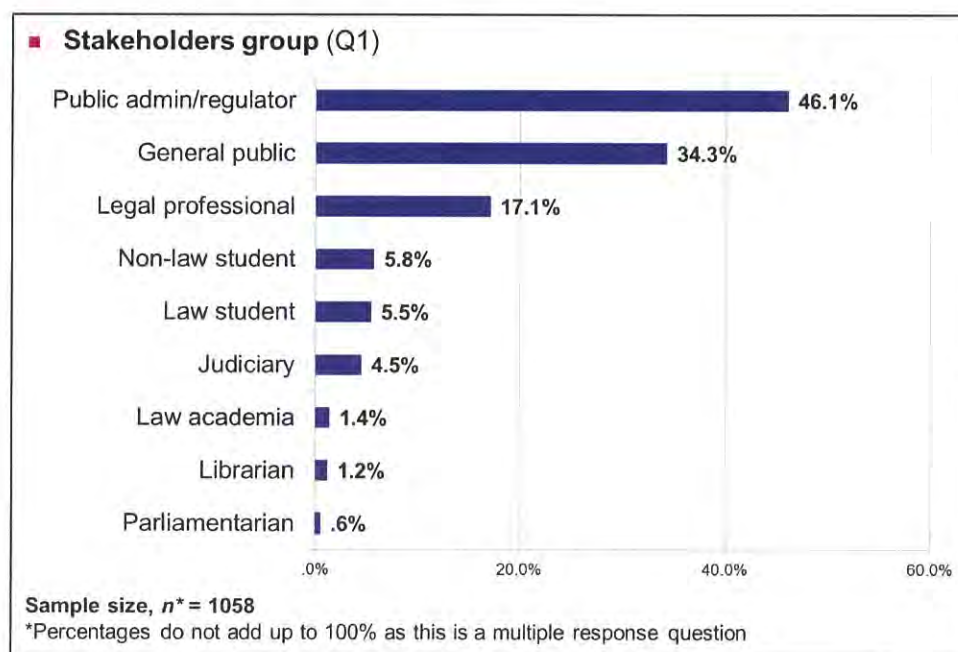


Figure 2.1

More than half of the respondents surveyed were young adults aged between 20 – 39 years old (60.3%). Those aged 40 – 59 years old constituted 34.6% of the total sample size. Please see Figure 2.2 for a detailed percentage breakdown of the age group.

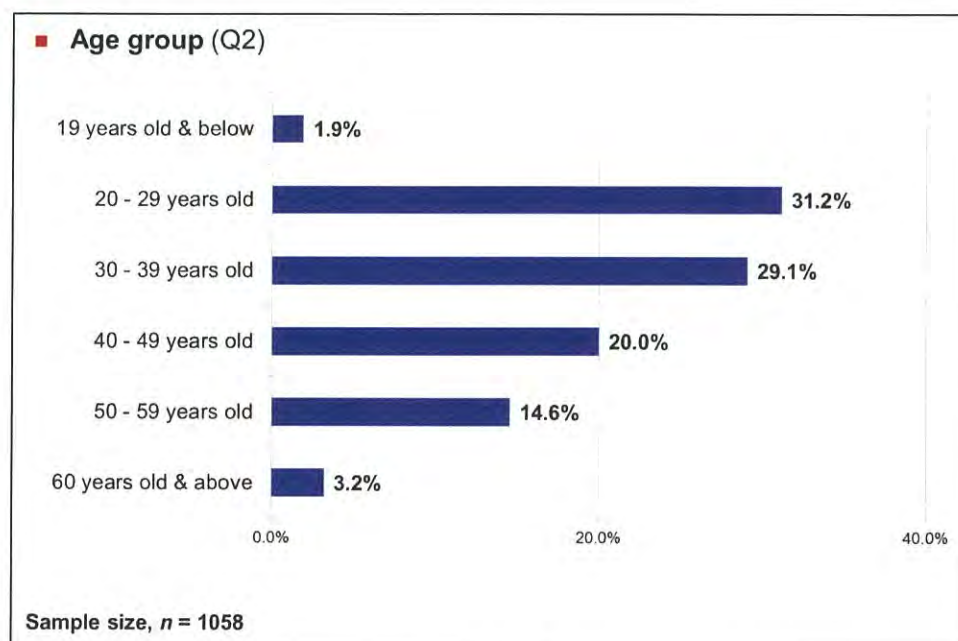


Figure 2.2

A high percentage (78.9%) of those surveyed had at least a university degree. Please see Figure 2.3 for a detailed percentage breakdown of highest educational qualification.

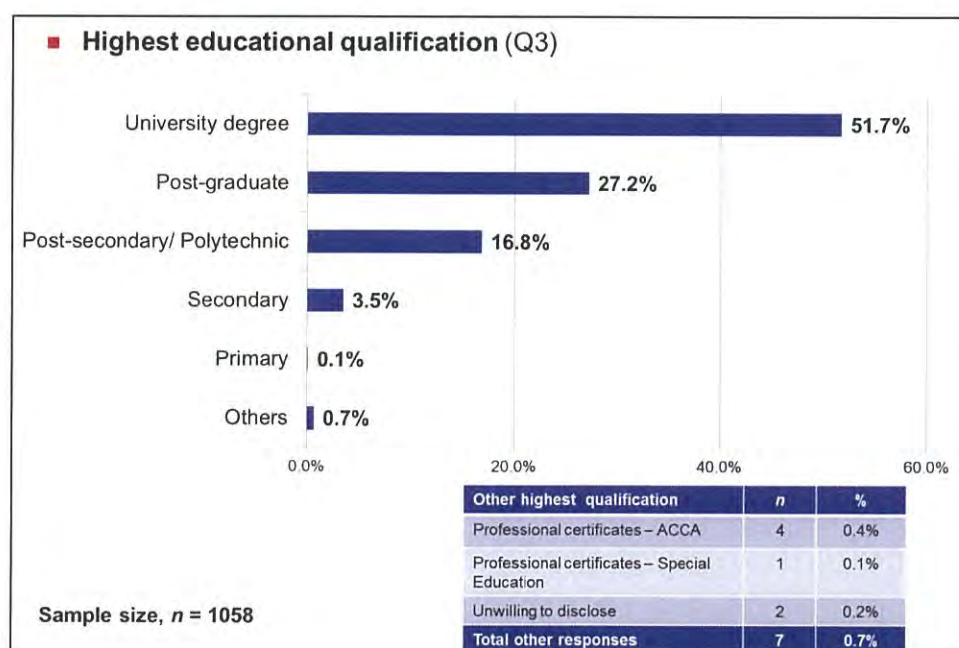


Figure 2.3

In general, almost half of the respondents used the written legislation (46.5%) and online legislation (47.4%) few times a month or more. Please see Figures 2.4 and 2.5 for a detailed percentage breakdown of the frequency of using written and online legislation.

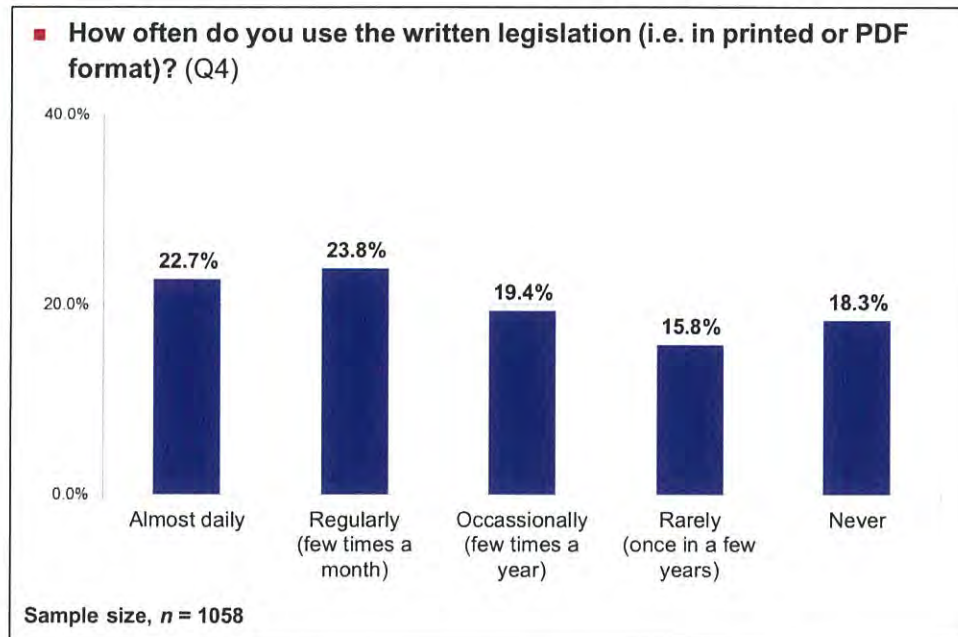


Figure 2.4

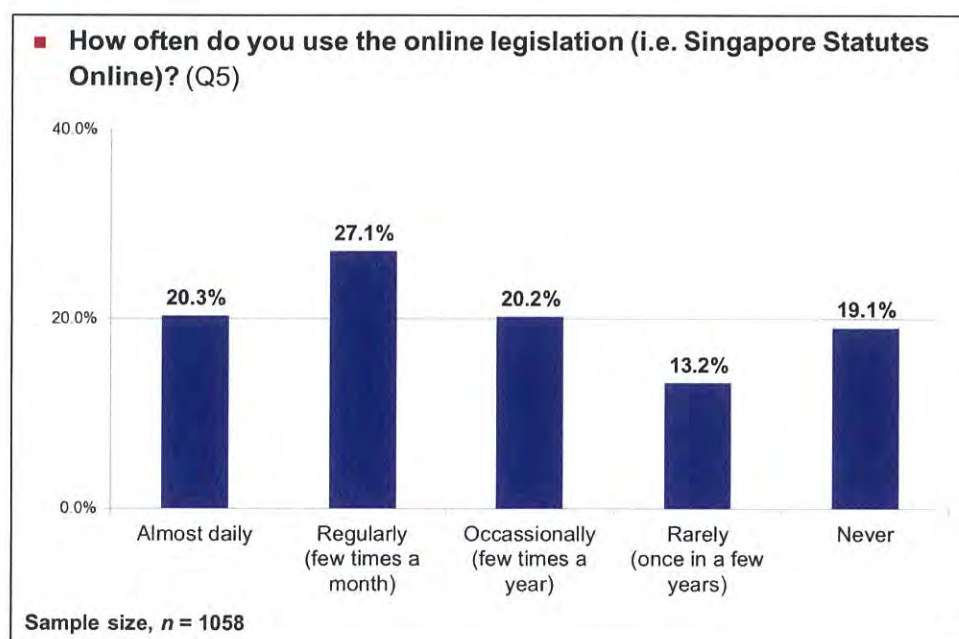


Figure 2.5

2.2 CLUSTERING OF STAKEHOLDERS GROUPS

The survey received low responses from some stakeholders. These stakeholders were the parliamentarians ($n = 6$), librarians ($n = 13$), and law academia ($n = 15$).

For purposes of representative statistical analysis, the respondents were grouped based on the frequency of their usage of written and online legislation. Please see Figure 2.6 for the frequency of usage of written legislation and Figure 2.7 for the frequency of usage of online legislation. The sample sizes did not add up to the total sample size ($n = 1058$) as some respondents belonged to multiple stakeholder groups.

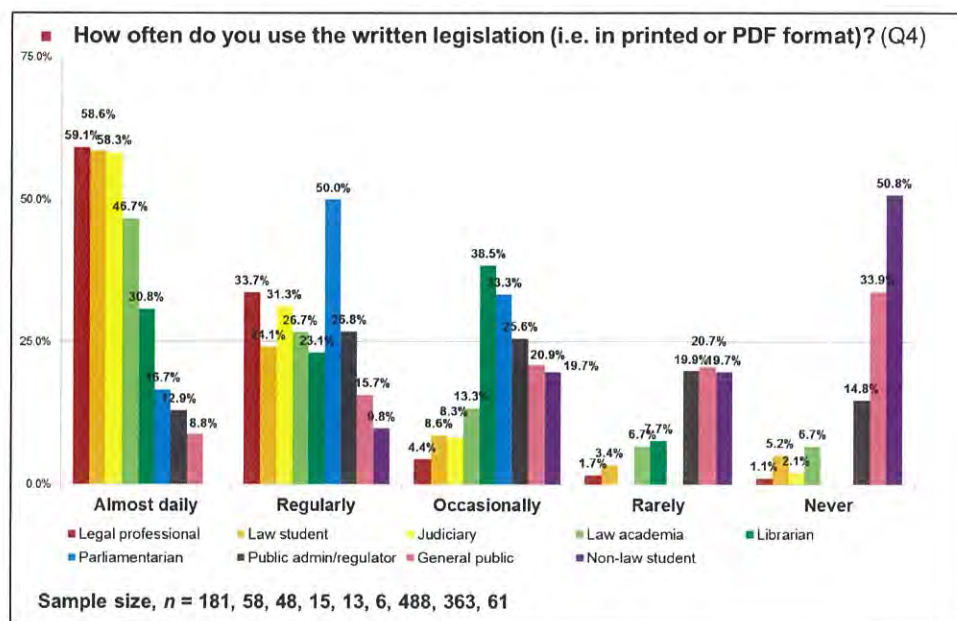


Figure 2.6

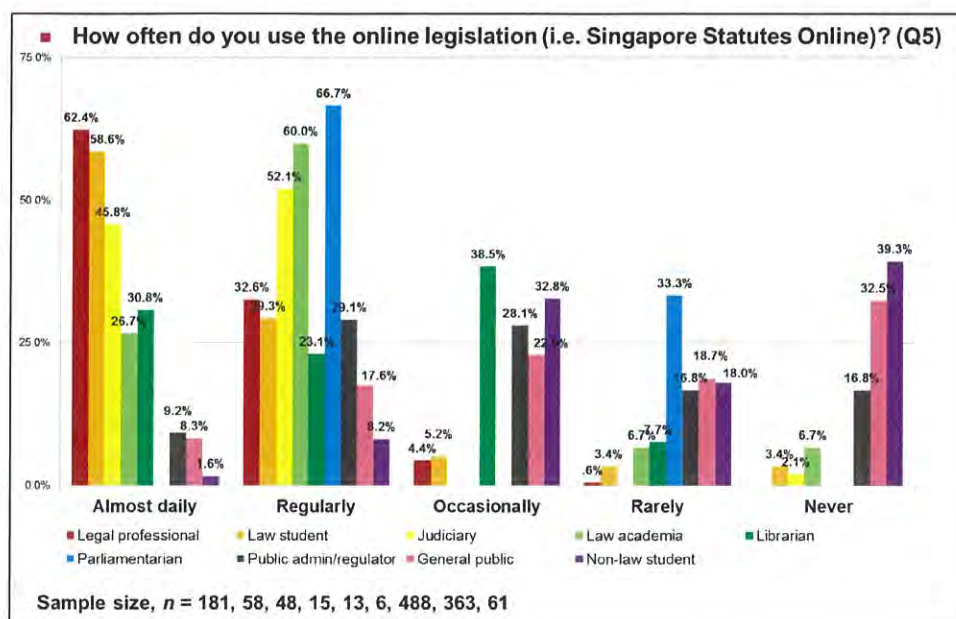


Figure 2.7

From Figures 2.6 and 2.7, a trend can be seen among the stakeholders: 1) concentration of “almost daily” and “regularly” for the *legal professional*, *law student*, *judiciary*, *librarian*, *law academia*, and *parliamentarian* groups 2) well-spread frequencies on all frequency option among the *public administrator and regulator*; and 3) concentration on “rarely” and “never” with *general public* and *non-law student* group. Thus, the stakeholders are classified into three groups.

The groupings of the stakeholders group are as follows:

1. *Frequent legislation users group*

This group comprises of the judiciary, law academia, law students, legal professionals, librarians, and parliamentarians;

2. *Moderate legislation users group*

This group comprises of public administrators and regulators; and

3. *Infrequent legislation users group*

This group comprises of the general public and non-law students.

In order to maintain a total sample size of 1058, each respondent will only be classified under one of the three groupings. That is, the respondents who were in both frequent and moderate legislation users groups will be excluded from the moderate legislation users group. Similarly, the respondents who were in moderate and infrequent legislation users groups will be excluded from infrequent legislation users group.

Based on this grouping, the detailed percentage breakdown of the three groups are: frequent legislation users (29.4%), moderate legislation users (44.9%) and infrequent legislation users (25.7%). Please see Figure 2.8 for a detailed percentage breakdown for the three groups.

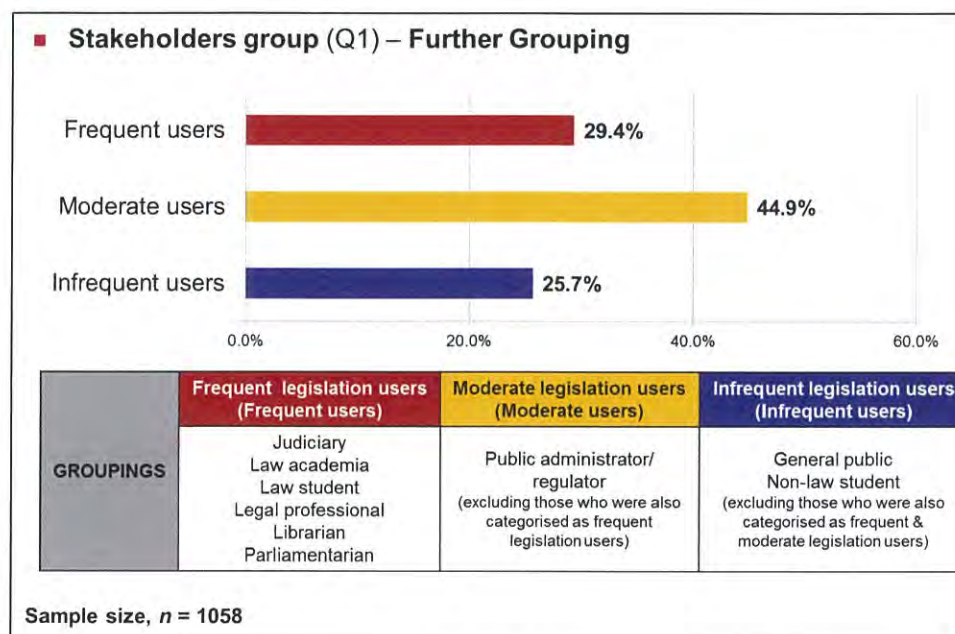


Figure 2.8

CHAPTER 3: AIDS TO UNDERSTANDING

This chapter will discuss the extent to which the respondents were receptive to the suggested changes in the aids to understanding legislation. Part A of the survey questions was compulsory and responded by all respondents. Part A includes questions on the following areas: defined words, explanatory statements, section headings phrased as questions, outline clause, overview clause, purpose clause, proportion, calculation in steps, procedure in steps, use of graphics and flow-charts, and headers. The questions in Part B were optional and respondents did not have to answer them. Part B includes questions on acronyms and abbreviations, sub-provisions, notes, titles of regulation to refer to section headings, cross-reference between associated provisions, and description of provision in cross-references.

3.1 PART A: AIDS TO UNDERSTANDING

3.1.1 Defined Words

Respondents were asked the following question:

*“Would you find it useful for defined words to be highlighted on legislation in some way (i.e. in **bold**, *italic*, or ***bold italic***) to indicate that the word has been defined?”*

More than 80% of each group agreed that having highlighted defined words on legislation in some way would be useful. Please refer to Figure 3.1 for the detailed percentage breakdown of the responses to this survey question.

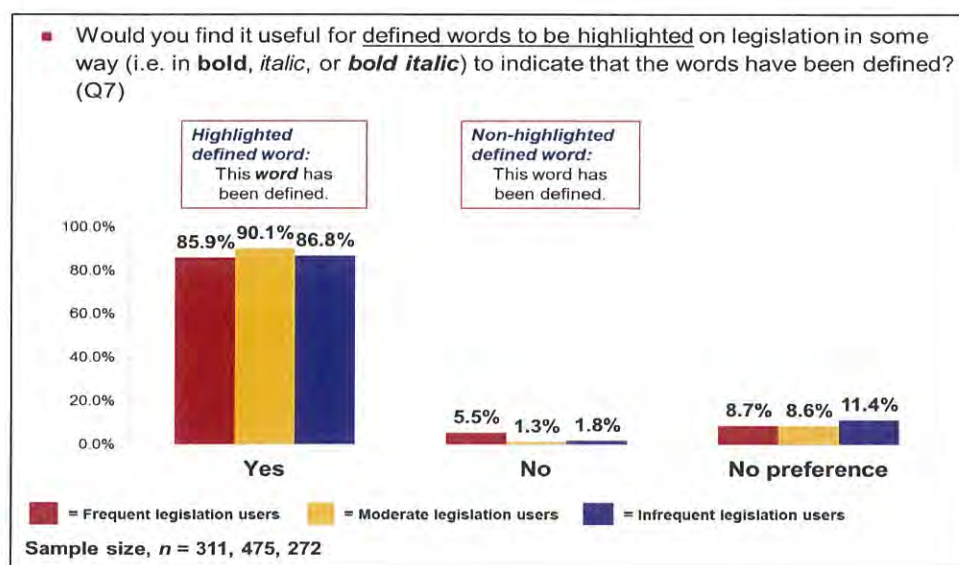


Figure 3.1

3.1.2 Method of highlighting defined words

Respondents were asked the following question:

“Which method of highlighting would you prefer?”

Among those who felt that highlighting defined words would be useful, more than 40% of each group preferred having the defined words in bold. The other significant preference was having them in bold and italic, obtaining more than 30% preference among the moderate legislation users (36.4%) and infrequent legislation users (35.6%). Other preferences included having italic defined words and underline defined words.

Please refer to Figures 3.2 and 3.3 for the detailed percentage breakdown of the preferred method of highlighting among the three groups.

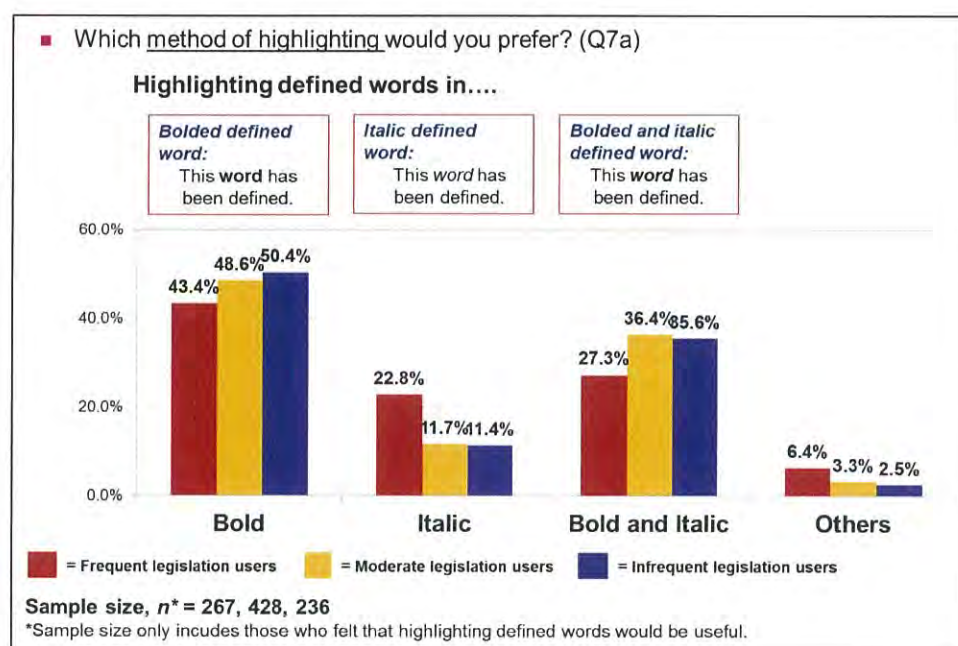


Figure 3.2

■ Which method of highlighting would you prefer? (Q7a)

Highlighting defined words in....

Other method of highlighting defined words	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
<u>Underline</u>	2.2%	0.9%	0.8%
CAPITAL letters	0.7%	0.2%	
Bold & different colour	0.7%		0.4%
Bold and underline	0.7%	0.5%	
Capitalise first letter	0.7%		
"Quotation marks"	0.4%		
<i>Different colour</i>	0.4%	0.5%	
<i>Italic and underline</i>			0.4%
<i>Bold, italic, and underlined</i>		0.5%	0.4%
Footnote reference in superscript		0.5%	
<i>Bold, italic, and different colour</i>		0.2%	
No preference	0.4%		0.4%
Total other responses	6.4%	3.3%	2.5%

Sample size, $n^* = 267, 428, 236$
 *Sample size only includes those who felt that highlighting defined words would be useful.

Figure 3.3

3.1.3 Explanatory Statements

Respondents were asked the following question:

"Would it be useful to have explanatory statement for subsidiary legislation?"

The majority of the respondents in all three groups – 77.8% of frequent legislation users, 86.9% of moderate legislation users, and 82.4% of infrequent legislation users, felt that having explanatory statements for subsidiary legislation would be helpful.

Please refer to Figure 3.4 for the detailed percentage breakdown of the responses to the survey question on explanatory statements.

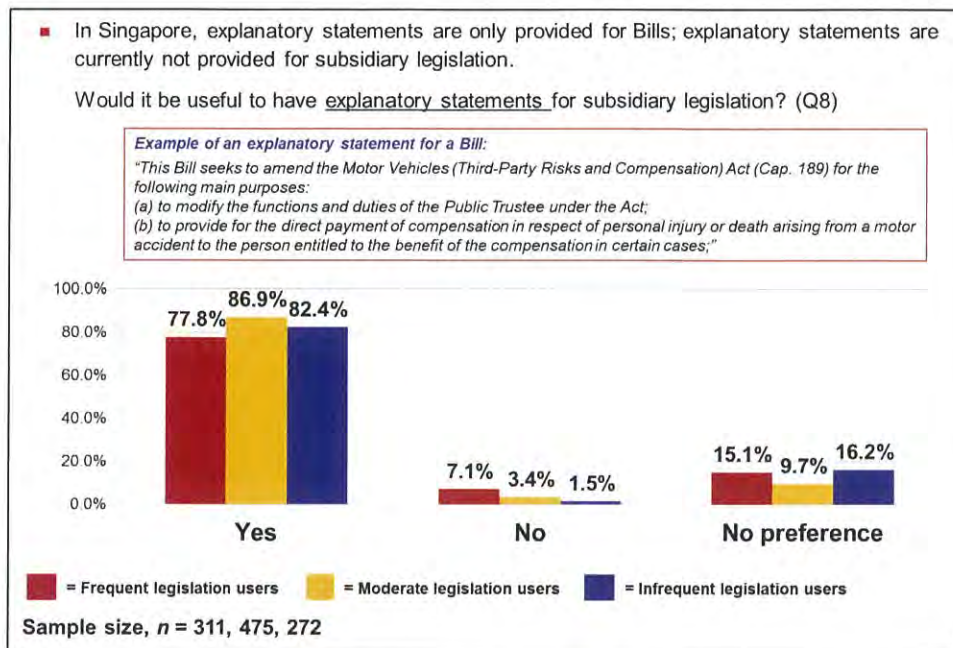


Figure 3.4

3.1.4 Section Headings

Respondents were asked the following question:

“Would you like to see section headings phrased as questions?”

57.2% of the frequent legislation users would not like to see section headings phrased as questions. However, 42.1 % of the moderate legislation users and 51.8% of the infrequent legislation users favoured having section headings phrased as questions. Please refer to Figure 3.5 for a detailed percentage breakdown of the responses from respondents as to whether they would like to see section headings phrased as questions.

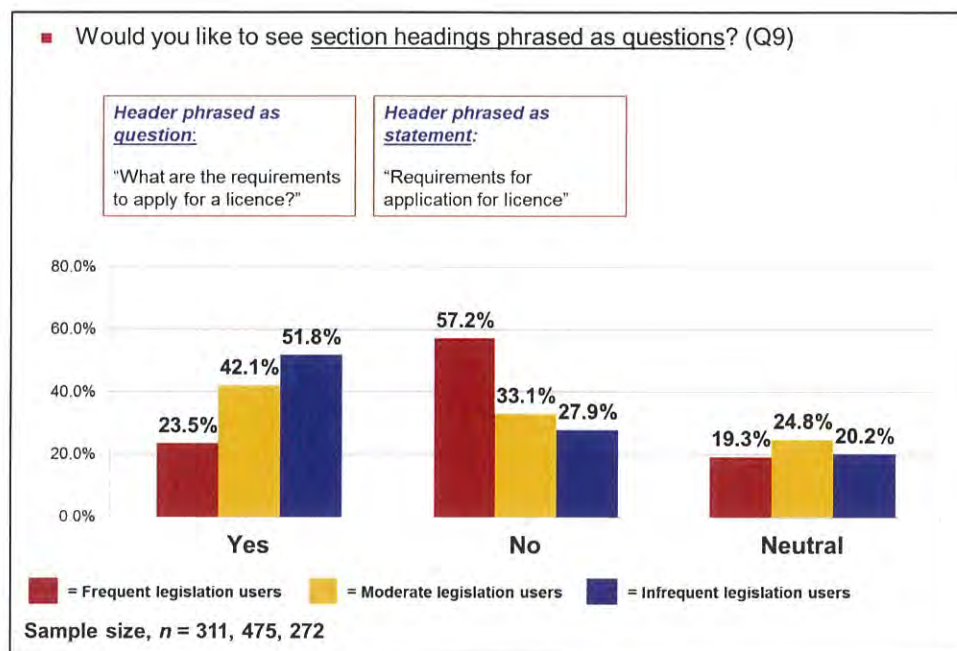


Figure 3.5

3.1.5 Outline Clause

Respondents were asked the following question:

“Are you in favour of outline clauses being used in our legislation?”

More than half of the respondents in all three groups were in favour of outline clauses being used in the legislation. More than 70% of those who were not in favour of outline clauses felt that the existing table of contents for new Acts would suffice. Please refer to Figures 3.6 and 3.7 for the detailed percentage breakdown of the responses from respondents as to whether they were in favour of outline clause being used in our legislation, and if not, whether the existing table of contents for new Act would suffice.

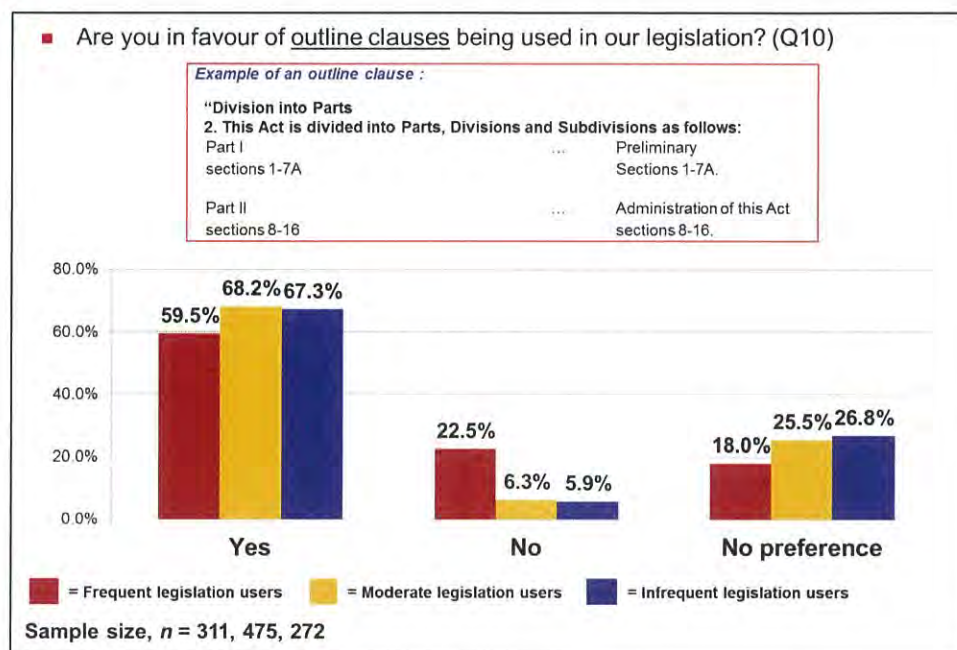


Figure 3.6

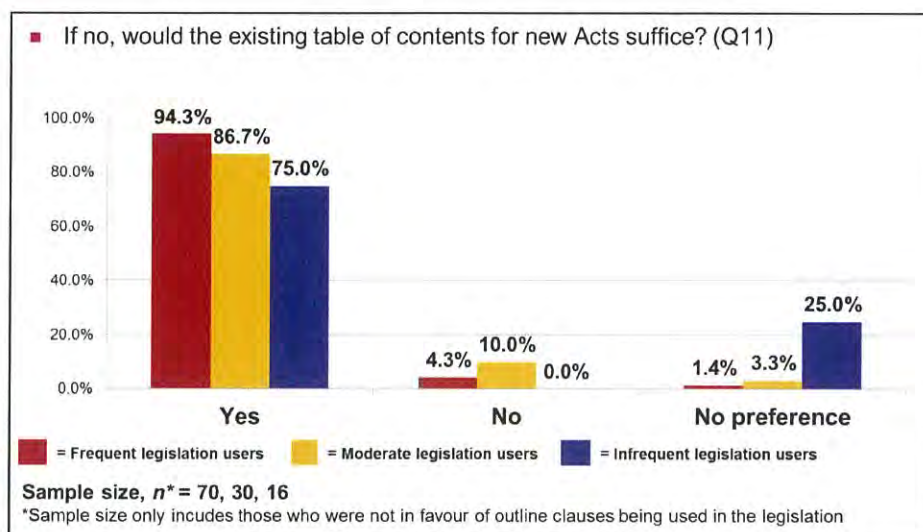


Figure 3.7

The respondent's reasons for being in favour of, being not in favour of, and having no preference for outline clauses are provided in Figures 3.8, 3.9, and 3.10.

For the frequent legislation users, their main reason for being in favour of outline clauses was because they are easy to refer to (21.1%), while the main reason for being not in favour of outline clauses was because the existing table of contents is sufficient and clearer (28.6%). The few respondents who had no preference for the outline clauses also felt that the table of contents is sufficient (10.7%). Please see Figure 3.8 for a breakdown of the percentages corresponding to the reason for the respondent's preference.

Frequent Legislation Users

■ Reasons for being in favour of outline clauses (Q12)

Reasons	n	%
The outline clauses are easy to refer to	39	21.1%
The outline clauses provide a brief overview	18	9.7%
The outline clause could serve as an index page	2	1.1%
No comments	126	68.1%
Total*	185	100.0%

*Sample size only includes frequent legislation users who were in favour of outline clause

■ Reasons for being not in favour of outline clauses (Q12)

Reasons	n	%
The existing table of contents is sufficient and clearer	20	28.6%
The outline clauses are not clear and concise	2	2.9%
The outline clauses are not reader-friendly/ helpful for laymen	1	1.4%
The outline clauses will lengthen the legislation	1	1.4%
The "Arrangement of Sections" is sufficient	1	1.4%
No comments	45	64.3%
Total**	70	100.0%

**Sample size only includes frequent legislation users who were not in favour of outline clause

■ Reasons for having no preference if outline clauses are being used in the legislation (Q12)

Reasons	n	%
The existing table of contents is sufficient and clearer	6	10.7%
The outline clauses will be helpful for lengthy statutes	2	3.6%
The outline clauses do not add any benefit for online statutes	2	3.6%
The outline clauses are not reader-friendly/ helpful for laymen	1	1.8%
The "Arrangement of Sections" is sufficient	1	1.8%
No comments	44	78.6%
Total*	56	100.0%

*Sample size only includes frequent legislation users who had no preference if outline clauses are being used in the legislation

Figure 3.8

For the moderate legislation users, their main reason for being in favour of outline clauses was because they are easy to refer to (20.1%), while the main reason for being not in favour of outline clauses was because the existing table of contents is sufficient and clearer (16.7%). Those who had no preference for the outline clauses mentioned that the outline clauses might not be helpful for laymen (2.5%) and would not add beneficial value for the online statutes (1.7%). Please see Figure 3.9 for a breakdown of the percentages corresponding to the reason for the respondents' preference.

Moderate Legislation Users

■ Reasons for being in favour of outline clauses (Q12)

Reasons	n	%
The outline clauses are easy to refer to	65	20.1%
The outline clauses provide a brief overview	27	8.3%
The outline clauses are easy to read	1	0.3%
The outline clauses could be hyperlinked to the main document	1	0.3%
No comments	230	71.0%
Total*	324	100.0%

*Sample size only includes moderate legislation users who were in favour of outline clause

■ Reasons for being not in favour of outline clauses (Q12)

Reasons	n	%
The existing table of contents is sufficient and clearer	5	16.7%
The outline clauses are not clear and concise	2	6.7%
No comments	23	76.6%
Total**	30	100.0%

**Sample size only includes moderate legislation users who were not in favour of outline clause

■ Reasons for having no preference if outline clauses are being used in the legislation (Q12)

Reasons	n	%
The outline clauses are not reader-friendly/ helpful for laymen	3	2.5%
The outline clauses do not add any benefit for online statutes	2	1.7%
The existing table of contents is sufficient and clearer	1	0.8%
The outline clauses will be helpful for lengthy statutes	1	0.8%
The outline clauses may not be applicable in some technical legislation.	1	0.8%
No comments	113	93.4%
Total*	121	100.0%

*Sample size only includes moderate legislation users who had no preference if outline clauses are being used in the legislation

Figure 3.9

For the infrequent legislation users, their responses were similar to those of moderate legislation users. Their main reason for being in favour of outline clauses was because they are easy to refer to (17.5%), while the main reason for being not in favour of outline clauses was because the existing table of contents is sufficient and clearer (18.7%). Those who had no preference for the outline clauses mentioned that the outline clauses might not be helpful for laymen (4.1%). Please see Figure 3.10 for a breakdown of the percentages corresponding to the reason for the respondents' preference.

Infrequent Legislation Users

■ Reasons for being in favour of outline clauses (Q12)

Reasons	n	%
The outline clauses are easy to refer to	32	17.5%
The outline clauses provide a brief overview	18	9.8%
The outline clauses are easy to read	2	1.1%
The outline clauses could be hyperlinked to the main document	1	0.5%
No comments	130	71.0%
Total*	183	100.0%

*Sample size only includes infrequent legislation users who were in favour of outline clause

■ Reasons for being not in favour of outline clauses (Q12)

Reasons	n	%
The existing table of contents is sufficient and clearer	3	18.7%
The outline clauses are not reader-friendly/ helpful for laymen	1	6.3%
No comments	12	75.0%
Total**	16	100.0%

**Sample size only includes infrequent legislation users who were not in favour of outline clause

■ Reasons for having no preference if outline clauses are being used in the legislation (Q12)

Reasons	n	%
The outline clauses are not reader-friendly/ helpful for laymen	3	4.1%
The outline clauses do not add any benefit for online statutes	1	1.4%
The outline clauses will be helpful for lengthy statutes	1	1.4%
No comments	68	93.1%
Total*	73	100.0%

*Sample size only includes infrequent legislation users who had no preference on whether the existing table of contents for new Acts would suffice

Figure 3.10

3.1.6 Overview Clause

Respondents were asked the following question:

“Are you in favour of overview clauses being used in our legislation?”

More than half of the respondents in all three groups were in favour of overview clauses being used in the legislation, with significant favourability among 78.3% of the moderate legislation users and 79.8% of the infrequent legislation users as compared to 59.5% of the frequent legislation users. Please see Figure 3.11 for a detailed breakdown of the responses.

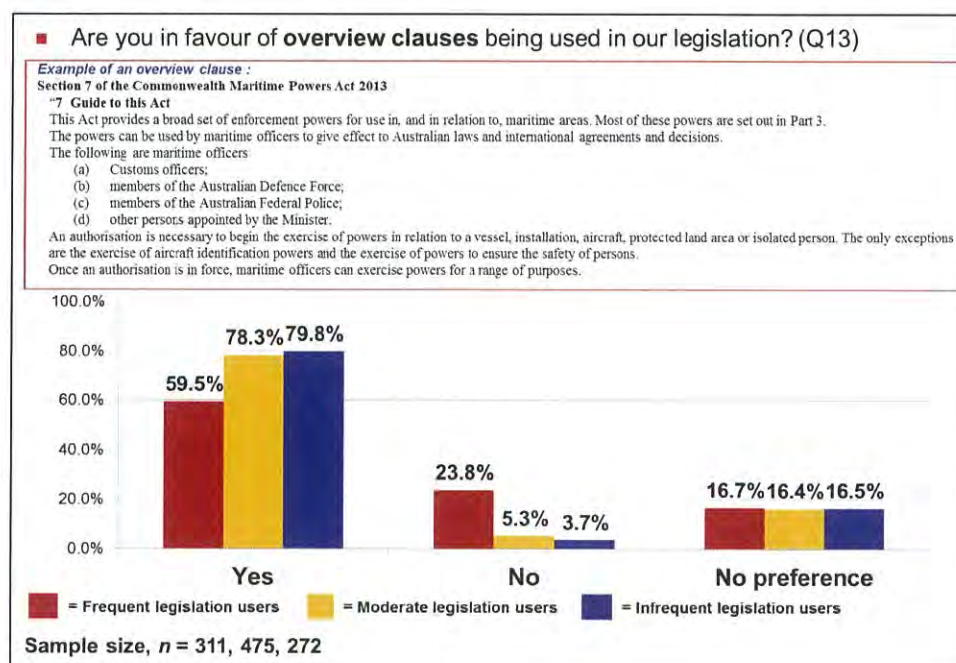


Figure 3.11

For the frequent legislation users, their main reason for being in favour of overview clauses was because they are helpful in providing brief summary and rationale of the statute (10.8%). Those that were not in favour of the overview clause gave their main reason that there might be inconsistency between the overview clauses and the body of the legislation which may give rise to more complexity in the interpretation of the legislation (10.8%). Please see Figure 3.12 for a breakdown of the percentages corresponding to the reason for the respondents' preference.

Frequent Legislation Users

- Reasons for being in favour of overview clauses being used in the legislation (Q14)

Reasons	<i>n</i>	%
Helpful in providing brief summary & rationale of the statute	20	10.8%
It is informative & understandable, especially for laymen	14	7.6%
Helpful in interpreting the laws	5	2.7%
Helpful in finding the relevant statute	4	2.2%
Not applicable/ No comments	142	76.8%
Total*	185	100.0%

*Sample size only includes frequent legislation users who were in favour of overview clauses being used in the legislation

Frequent Legislation Users

- Reasons for being not in favour of overview clauses being used in the legislation (Q14)

Reasons	<i>n</i>	%
There might be inconsistency between the overview clauses and the body of the legislation which may give rise to more complexity in interpretation of the legislation	8	10.8%
Overview clauses will lengthen the legislation	6	8.1%
Do not see the needs for having overview clauses	5	6.8%
Overview clauses should be included in explanatory statement	4	5.4%
Outline clauses should not form part of the legislation	4	5.4%
The legislation text itself is sufficient	3	4.1%
It is difficult to assign overview clauses to every part of all Acts	2	2.7%
The legal status of these clauses is unclear	2	2.7%
It will be better to have these clauses at the end of the Act	1	1.4%
Not applicable/ No comments	39	52.7%
Total*	74	100.0%

*Sample size only includes frequent legislation users who were not in favour of overview clauses being used in the legislation

Figure 3.12

For the frequent legislation users, the main reasons for having no preference on whether the overview clauses are being used were because of the unclear legal status of these clauses (3.8%) and these clauses might be only useful in certain Act that introduces new concepts or complex topics (3.8%). Please see Figure 3.13 for a breakdown of the percentages corresponding to the reason for the respondents' preference.

Frequent Legislation Users

- Reasons for having no preference in whether the overview clauses are being used in the legislation (Q14)

Reasons	<i>n</i>	%
The legal status of these clauses is unclear	2	3.8%
Only useful in certain Act that introduce new concepts or complex topic	2	3.8%
Overview clauses can be included in explanatory statement	1	1.9%
The legislation text itself is sufficient	1	1.9%
There might be inconsistency between the overview clauses and the body of the legislation which may give rise to more complexity in interpretation of the legislation	1	1.9%
It will be better to have these clauses at the end of the Act	1	1.9%
Not applicable/ No comments	44	84.6%
Total*	52	100.0%

*Sample size only includes frequent legislation users who had no preference on whether overview clauses are being used in the legislation

Figure 3.13

For the moderate legislation users, their main reason for being in favour of overview clauses was because they are helpful in providing brief summary and rationale of the statute (7.5%). Please see Figure 3.14 for a breakdown of the percentages corresponding to the reason for the respondents' preference.

Moderate Legislation Users

- Reasons for being in favour of overview clauses being used in the legislation (Q14)

Reasons	<i>n</i>	%
Helpful in providing brief summary & rationale of the statute	28	7.5%
It is informative & understandable, especially for laymen	27	7.3%
Helpful in finding the relevant statute	9	2.4%
Overview clauses should seek to avoid repetition with outline clauses	2	0.5%
Overview clauses can be included in explanatory statement	1	0.3%
Not applicable/ No comments	305	82.0%
Total*	372	100.0%

*Sample size only includes moderate legislation users who were in favour of overview clauses being used in the legislation

Figure 3.14

For the moderate legislation users, the main reasons for being not in favour of overview clauses were because the overview clauses are similar or repetitive to the outline clauses (8.0%) and they lengthen the legislation (8.0%). Those who had no preference for overview clauses mentioned that they did not see the need for having these clauses (2.6%) and these clauses would only be helpful if they are worded in laymen's terms (2.6%). Please see Figure 3.15 for a breakdown of the percentages corresponding to the reason for the respondents' preference.

Moderate Legislation Users

- Reasons for being not in favour of overview clauses being used in the legislation (Q14)

Reasons	<i>n</i>	%
Overview and outline clauses are similar/repetitive	2	8.0%
Overview clauses will lengthen the legislation	2	8.0%
The legislation text itself is sufficient	1	4.0%
Not applicable/ No comments	20	80.0%
Total*	25	100.0%

*Sample size only includes moderate legislation users who were not in favour of overview clauses being used in the legislation

- Reasons for having no preference in whether the overview clauses are being used in the legislation (Q14)

Reasons	<i>n</i>	%
Do not see the needs for having overview clauses	2	2.6%
Overview clauses will only be helpful if they are worded in laymen's terms	2	2.6%
The legislation text itself is sufficient	1	1.3%
Overview might be helpful for general public, not public servants	1	1.3%
Only useful in certain Act that introduce new concepts or complex topic	1	1.3%
Not applicable/ No comments	71	91.0%
Total*	78	100.0%

*Sample size only includes moderate legislation users who had no preference on whether overview clauses are being used in the legislation

Figure 3.15

For the infrequent legislation users, the main reason for being in favour of overview clauses was because it is informative and understandable, especially for laymen (9.2%), while the main reasons for being not in favour of overview clauses were because there is no need for these clauses (10.0%), they make the actual content of the law more cumbersome (10.0%), and there is ambiguity in the legal status of these clauses (10.0%). Please see Figure 3.16 for a breakdown of the percentages corresponding to the reason for the respondents' preference.

Infrequent Legislation Users

- Reasons for being in favour of overview clauses being used in the legislation (Q14)

Reasons	<i>n</i>	%
It is informative & understandable, especially for laymen	20	9.2%
Helpful in providing brief summary & rationale of the statute	9	4.1%
Helpful in finding the relevant statute	3	1.4%
Gives more information that the outline clauses	1	0.5%
Not applicable/ No comments	184	84.8%
Total*	217	100.0%

*Sample size only includes infrequent legislation users who were in favour of overview clauses being used in the legislation

- Reasons for being not in favour of overview clauses being used in the legislation (Q14)

Reasons	<i>n</i>	%
Do not see the needs for having overview clauses	1	10.0%
It makes it more cumbersome to find the actual content of the law	1	10.0%
The legal status of these clauses is unclear	1	10.0%
Not applicable/ No comments	7	70.0%
Total*	10	100.0%

*Sample size only includes infrequent legislation users who were not in favour of overview clauses being used in the legislation

- Reasons for having no preference in whether the overview clauses are being used in the legislation (Q14)

Reasons	<i>n</i>	%
Not applicable/ No comments	45	100.0%
Total*	45	100.0%

*Sample size only includes infrequent legislation users who had no preference on whether overview clauses are being used in the legislation

Figure 3.16

3.1.7 Purpose Clause

Respondents were asked the following question:

“Are you in favour of purpose clauses being used in our legislation?”

More than 70% of the respondents in all three groups were in favour of purpose clauses being used in the legislation. Please see Figures 3.17 for a detailed breakdown of the responses.

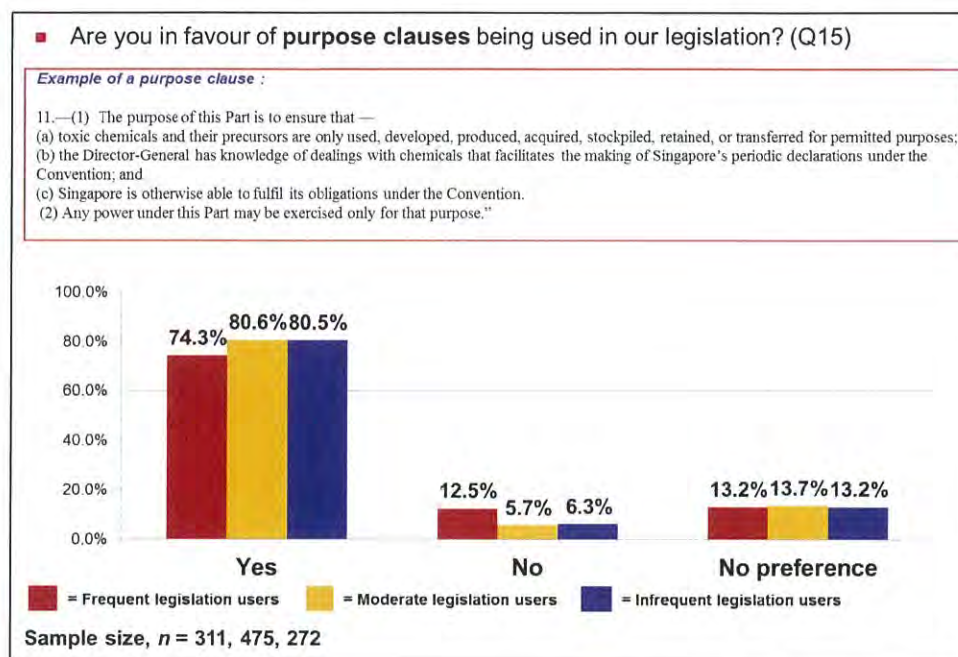


Figure 3.17

For the frequent legislation users, the main reasons for being in favour of purpose clauses were because they are helpful in interpreting the legislation (13.4%) and provides for a better understanding of the law (9.5%). The main reason for being not in favour of purpose clauses was because it might add another layer of complexity to the interpretation of the law (17.9%). Please see Figure 3.18 for a breakdown of the percentages corresponding to the reason for the respondents' preference.

Frequent Legislation Users

■ Reasons for being in favour of purpose clauses being used in the legislation (Q16)

Reasons	n	%
Helpful in interpreting the legislation (if well drafted/ if the points are not covered in Explanatory Statements or other clauses)	31	13.4%
It is informative and gives clearer understanding of the law	22	9.5%
Provide an ease of reference	3	1.3%
It sets out a context/ intended scope for the legislation	2	0.9%
Purpose clauses should be outlined within the Acts (if necessary)	2	0.9%
It helps to ensure that any powers under a statute would be subject to a legal limit	1	0.4%
It complements the overview clauses	1	0.4%
It will be helpful when purpose clauses are written specifically	1	0.4%
Care must be taken to ensure that purpose clauses does not conflict with the main provisions	1	0.4%
No comments	167	72.3%
Total*	231	100.0%

*Sample size only includes frequent legislation users who were in favour of purpose clauses being used in the legislation

■ Reasons for being not in favour of purpose clauses being used in the legislation (Q16)

Reasons	n	%
Having an purpose clause might add another layer of complexity to the interpretation	7	17.9%
Purpose clauses can be included/are covered in other parts, such as: explanatory statements/overview clauses	3	7.7%
Purpose clauses should not be put within the legislation	3	7.7%
Purpose clauses will lengthen the legislation	2	5.1%
Do not see how Purpose clauses would be useful	1	2.6%
No comments	23	59.0%
Total*	39	100.0%

*Sample size only includes frequent legislation users who were not in favour of purpose clauses being used in the legislation

Figure 3.18

For the frequent legislation users, those who had no preference felt that the purpose clauses can be included in other parts of the legislation (7.3%) and these clauses would be helpful as long as they are well-drafted and are not covered in the Explanatory Statements or other clauses (4.9%). Please see Figure 3.19 for a breakdown of the percentages corresponding to the reason for the respondents' preference.

Frequent Legislation Users

- Reasons for having no preference in whether the purpose clauses are being used in the legislation (Q16)

Reasons	n	%
Purpose clauses can be included/are covered in other parts, such as: explanatory statements/overview clauses	3	7.3%
Helpful in interpreting the legislation (if well drafted/ if the points are not covered in Explanatory Statements or other clauses)	2	4.9%
Do not see how Purpose clauses would be useful	1	2.4%
Having an purpose clause might add another layer of complexity to the interpretation	1	2.4%
Purpose clause shows the boundary of the legislation, but does not explain the limitation of the legislation	1	2.4%
Having these clauses would assume that the purposive approach will be taken to interpret statutes	1	2.4%
It will only be helpful in some legislations (i.e. those requiring definitions)	1	2.4%
No comments	31	75.6%
Total*	41	100.0%

*Sample size only includes frequent legislation users who had no preference on whether purpose clauses are being used in the legislation

Figure 3.19

For the moderate legislation users, the main reasons for being in favour of purpose clauses were because they are informative and give a clearer understanding of the law (14.1%), while the main reasons for being not in favour were because it might add more add another layer of complexity to the interpretation of the law (7.4%) and it could have been covered in others parts of the legislation (7.4%). Please see Figure 3.20 for a breakdown of the percentages corresponding to the reason for the respondents' preference.

Moderate Legislation Users

- Reasons for being in favour of purpose clauses being used in the legislation (Q16)

Reasons	<i>n</i>	%
It is informative and gives clearer understanding of the law	54	14.1%
Helpful in interpreting the legislation (if well drafted/ if the points are not covered in Explanatory Statements or other clauses)	10	2.6%
It sets out a context/ intended scope for the legislation	3	0.8%
Provide an ease of reference	1	0.3%
No comments	315	82.2%
Total*	383	100.0%

*Sample size only includes moderate legislation users who were in favour of purpose clauses being used in the legislation

- Reasons for being not in favour of purpose clauses being used in the legislation (Q16)

Reasons	<i>n</i>	%
Having an purpose clause might add another layer of complexity to the interpretation	2	7.4%
Purpose clauses can be included/are covered in other parts, such as: explanatory statements/overview clauses	2	7.4%
Do not see how Purpose clauses would be useful	2	7.4%
Purpose clauses will lengthen the legislation	1	3.7%
No comments	20	74.1%
Total*	27	100.0%

*Sample size only includes moderate legislation users who were not in favour of purpose clauses being used in the legislation

Figure 3.20

4.6% of the moderate legislation users who had no preference commented that they did not see how the purpose clauses would be useful. Please see Figure 3.21 for a breakdown of the percentages corresponding to the reason for the respondents' preference.

Moderate Legislation Users

- Reasons for having no preference in whether the purpose clauses are being used in the legislation (Q16)

Reasons	n	%
Do not see how Purpose clauses would be useful	3	4.6%
Purpose clauses can be included/are covered in other parts, such as: explanatory statements/overview clauses	1	1.5%
It is informative and gives clearer understanding of the law	1	1.5%
Helpful in interpreting the legislation (if well drafted/ if the points are not covered in Explanatory Statements or other clauses)	1	1.5%
Having an purpose clause might add another layer of complexity to the interpretation	1	1.5%
Purpose clause shows the boundary of the legislation, but does not explain the limitation of the legislation	1	1.5%
Unsure if this clauses have legal weight in the court	1	1.5%
It will only be helpful in some legislations (i.e. those requiring definitions)	1	1.5%
No comments	55	84.6%
Total*	65	100.0%

*Sample size only includes moderate legislation users who had no preference on whether purpose clauses are being used in the legislation

Figure 3.21

For the infrequent legislation users, the main reason for being in favour of purpose clauses was because they are informative and give a clearer understanding of the law (15.1%). The main reasons for being not in favour were because it might add another layer of complexity to the interpretation of the law (5.9%) and it should not be included in the legislation (5.9%). Please see Figure 3.22 for a breakdown of the percentages corresponding to the reason for the respondents' preference.

Infrequent Legislation Users

- Reasons for being in favour of purpose clauses being used in the legislation (Q16)

Reasons	<i>n</i>	%
It is informative and gives clearer understanding of the law	33	15.1%
Provide an ease of reference	2	0.9%
It sets out a context/ intended scope for the legislation	2	0.9%
Helpful in interpreting the legislation (if well drafted/ if the points are not covered in Explanatory Statements or other clauses)	1	0.5%
No comments	181	82.6%
Total*	219	100.0%

*Sample size only includes infrequent legislation users who were in favour of purpose clauses being used in the legislation

- Reasons for being not in favour of purpose clauses being used in the legislation (Q16)

Reasons	<i>n</i>	%
Having an purpose clause might add another layer of complexity to the interpretation	1	5.9%
Purpose clauses should not be put within the legislation	1	5.9%
No comments	15	88.2%
Total*	17	100.0%

*Sample size only includes infrequent legislation users who were not in favour of purpose clauses being used in the legislation

- Reasons for having no preference in whether the purpose clauses are being used in the legislation (Q16)

Reasons	<i>n</i>	%
No comments	36	100.0%
Total*	36	100.0%

*Sample size only includes infrequent legislation users who had no preference on whether purpose clauses are being used in the legislation

Figure 3.22

3.1.8 Proportion

Respondents were asked the following question:

“Which option would you prefer for describing proportion in our legislation?”

Respondents had the option to choose between describing proportion in a sentence, in a formula or indicating no preference. More than 80% of respondents in all three groups preferred describing proportion in formula. Please see Figure 3.23 for a detailed breakdown of the responses.

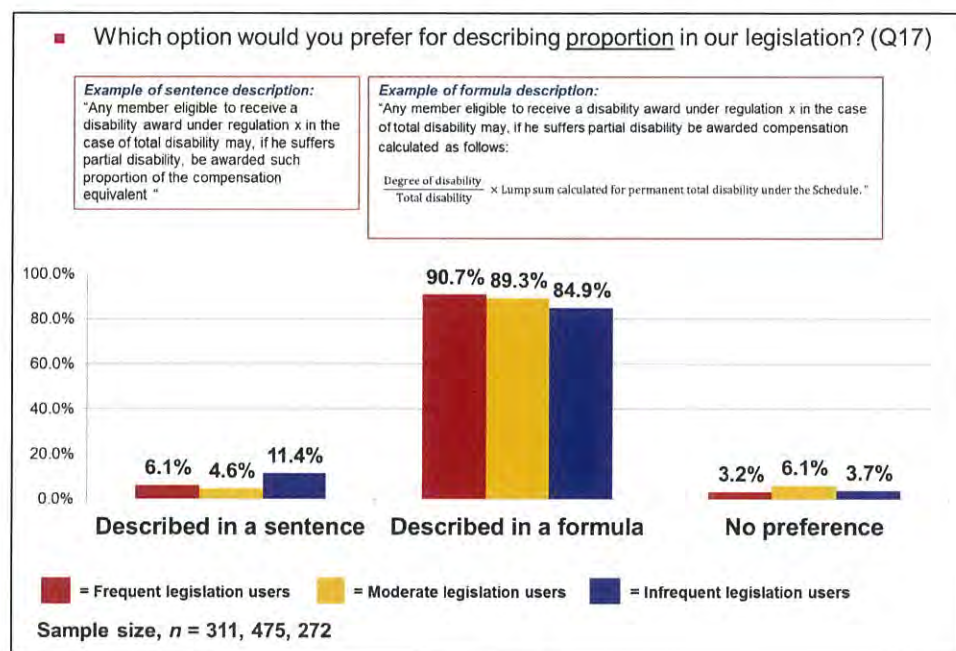


Figure 3.23

3.1.9 Calculation in Steps

Respondents were asked the following question:

“Would having calculations expressed in the form of steps be useful in our legislation?”

More than three quarters of the respondents in all three groups felt that having calculations expressed in the form of steps would be useful in the legislation. Please see Figure 3.24 for a detailed breakdown of the responses.

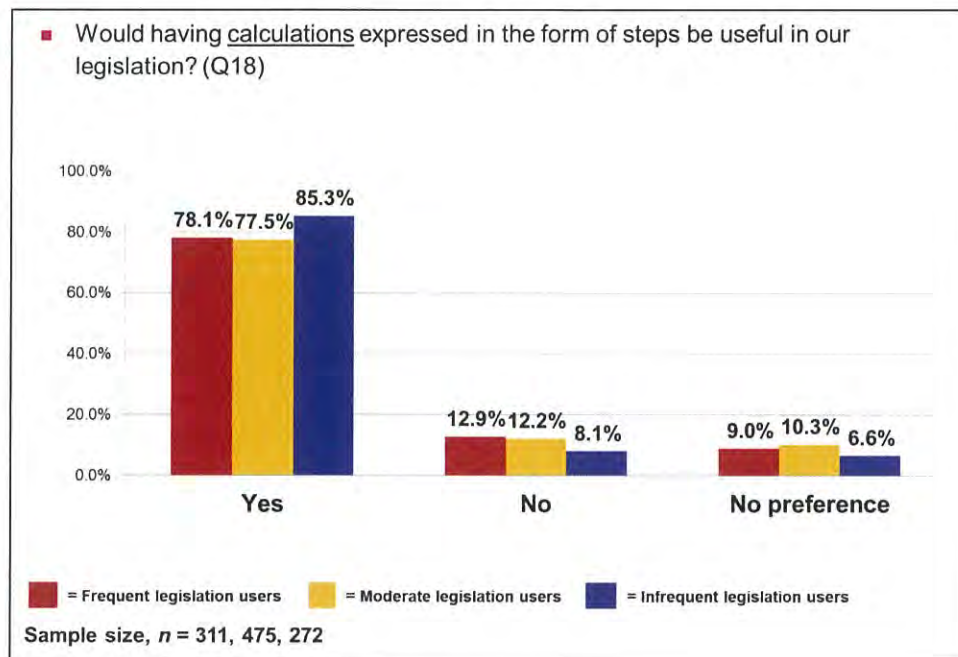


Figure 3.24

3.1.10 Procedure in Steps

Respondents were asked the following question:

“Would having a procedure expressed in the form of steps be useful in our legislation?”

More than 80% of the respondents in all three groups felt that having procedures expressed in the form of steps would be useful in the legislation. Please refer to Figure 3.25 for a detailed breakdown of the responses.

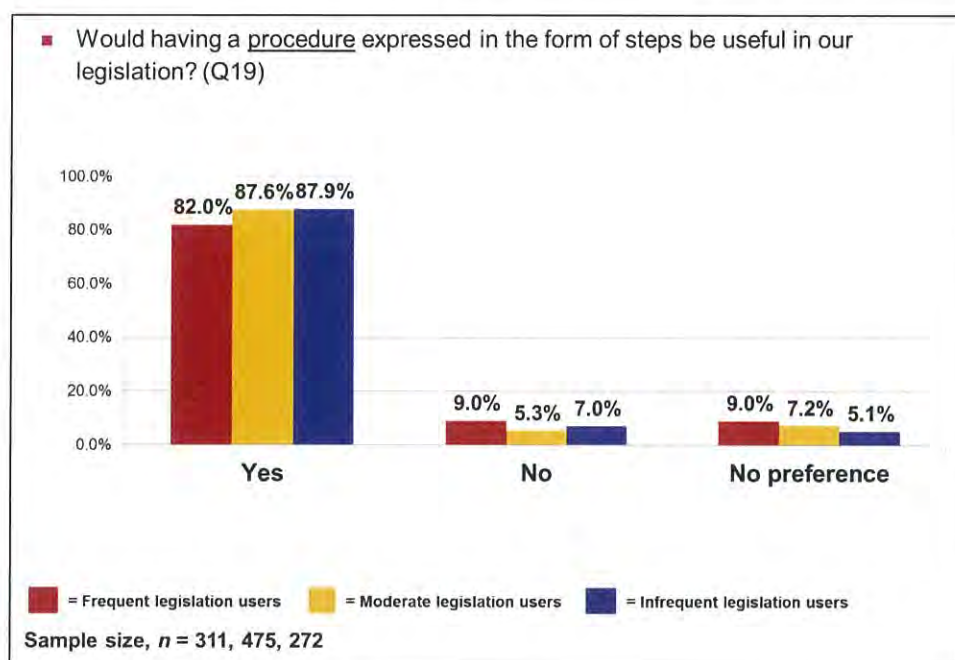


Figure 3.25

3.1.11 Use of Graphics and Flow-Charts

Respondents were asked the following question:

“Would it be useful to use graphics and flow charts to provide guidance as to how a legislative provision should operate?”

More than 70% of the respondents in all three groups felt that using graphics and flow charts to provide guidance on how a legislative provision should operate would be useful in the legislation. The moderate and infrequent legislation users were significantly in favour of the graphics and flow charts with more than 85% favourability. However, the frequent legislation users seemed to be less receptive with only 73.0% favourability and 16.4% non-favourability. Please see Figure 3.26 for a detailed breakdown of the responses.

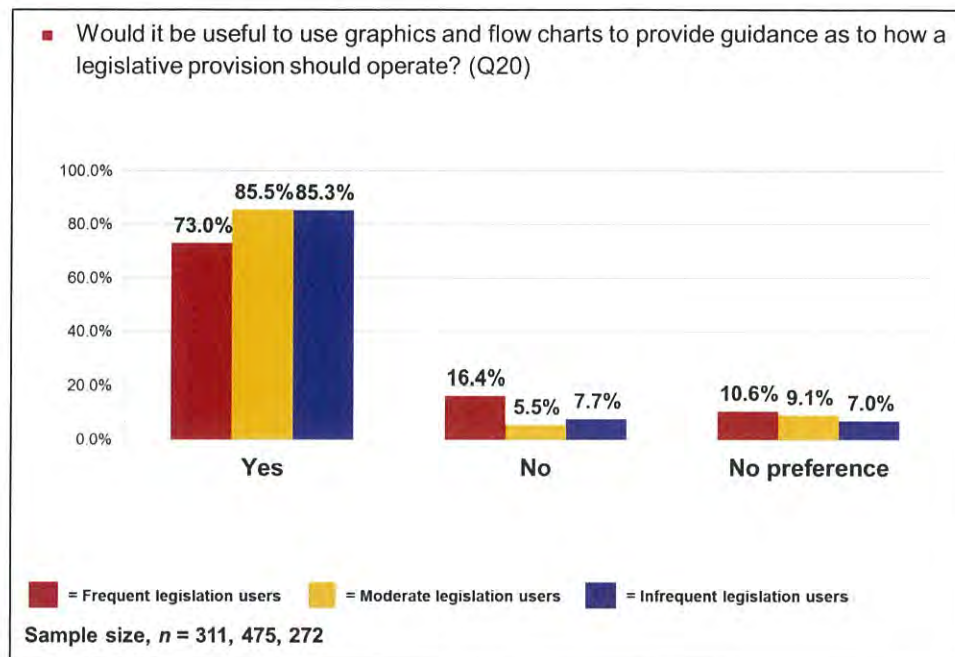


Figure 3.26

Consistently, more respondents in the frequent legislation users group (37.6%) felt that the use of graphics and flow-charts would make the legislative provisions appear amateurish and less legalistic. Most moderate and infrequent legislation users did not perceive this the same way as only less than 30% shared the same sentiment as the frequent legislation users. Please see Figure 3.27 for a detailed breakdown of the responses.

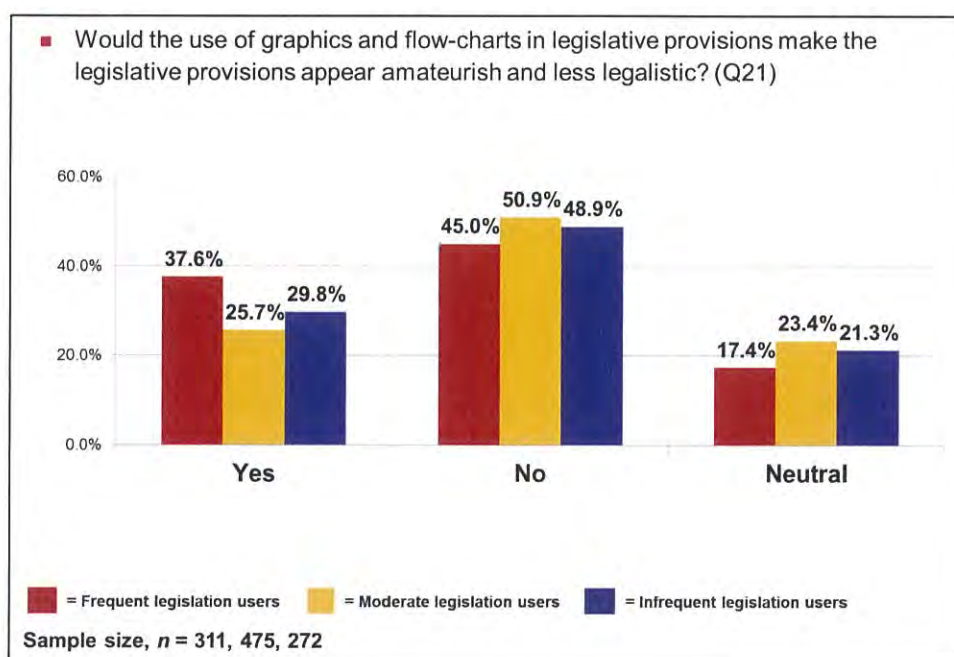


Figure 3.27

3.1.12 Headers

Respondents were asked the following question:

“Would you prefer that the numbering of the legislative provision be shown in the header on each page of our Acts and subsidiary legislation?”

While a significant number of respondents (more than 35%) indicated that they had no preference, there were approximately 50% of the respondents from each group who preferred the numbering of the legislative provision to be shown in the header on each page of the Acts and subsidiary legislation. Please see Figure 3.28 for a detailed breakdown of the responses.

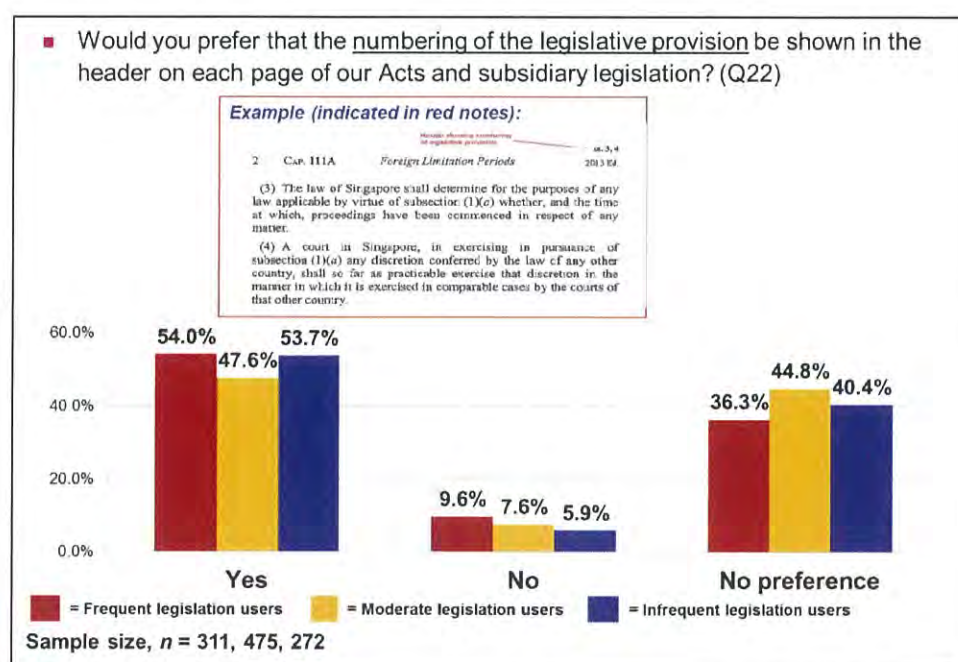


Figure 3.28

3.2 PART B: AIDS TO UNDERSTANDING

3.2.1 Acronyms and Abbreviations

Respondents were asked the following question:

“Would you prefer to see greater use of acronyms and abbreviations in our legislation if the terms are defined in the legislation?”

(e.g. “SAF” for “Singapore Armed Forces”, “MRT” for “Mass Rapid Transit” or “COE” for “Certificate of Entitlement”)”

More than 55% of the respondents from all three groups preferred to see greater use of acronyms and abbreviations in legislation if the terms are defined in the legislation. However, the preference by the frequent legislation users (57.9%) was slightly less than that of the moderate legislation users (63.3%) and the infrequent legislation users (64.2%). Please refer to Figure 3.29 for a detailed breakdown of the responses.

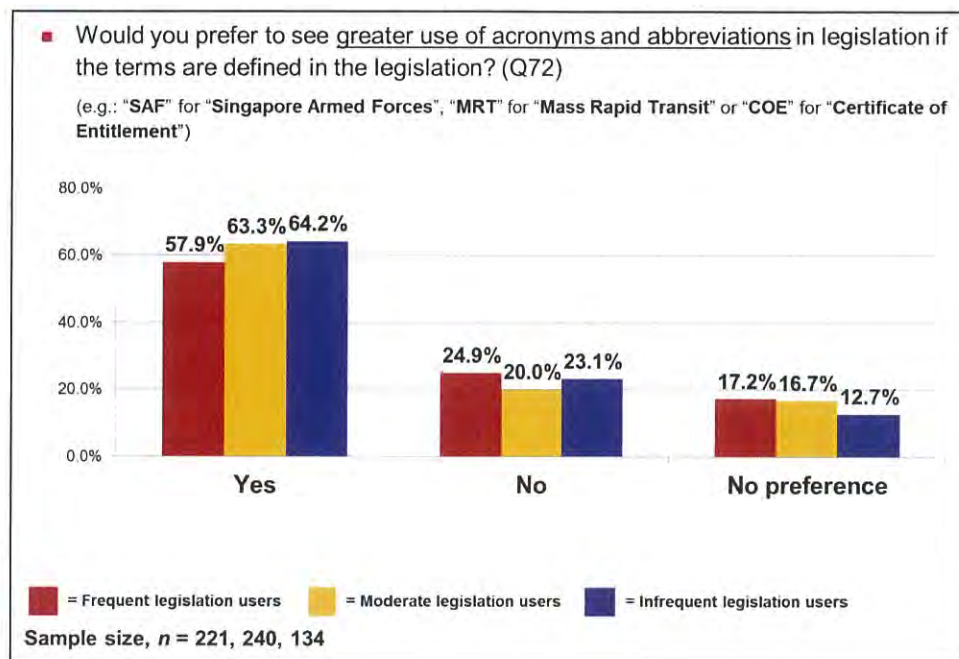


Figure 3.29

3.2.2 Sub-Provisions

Respondents were asked the following question:

“Would you prefer that:

- ☐ *a sub-provision for a “regulation” should be described as a “sub-regulation”;*
- ☐ *a sub-provision for a “rule” should be described as a “sub-rule”; or*
- ☐ *a sub-provision for a “by-law” should be described as a “sub-by-law”?”*

Differences in the preference among the three groups were seen in this area. There were an equal numbers of frequent legislation users who were in favour (37.4%) and not in favour (37.4%) of describing the sub-provisions for “regulation”, “rule”, and “by-law” as “sub-regulation”, “sub-rule”, and “sub-by-law” respectively. About an equal number of moderate legislation users were either in favour of such descriptions (37.0%) or had no preference (36.6%). However, 51.9% of infrequent legislation users were in favour of such descriptions. Please see Figure 3.30 for a detailed breakdown of the responses.

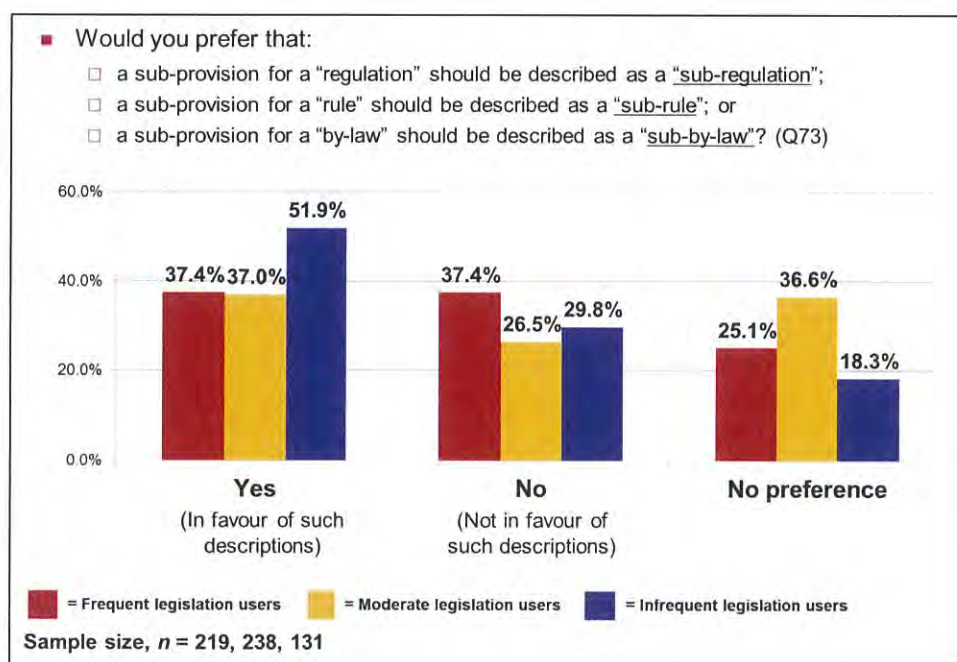


Figure 3.30

3.2.3 Notes

Respondents were asked the following question:

“Would having notes, if used appropriately, be helpful?”

More than 85% of the respondents in all three groups agreed that having notes in legislation would be helpful if used appropriately. Please see Figure 3.31 for a detailed breakdown of the responses.

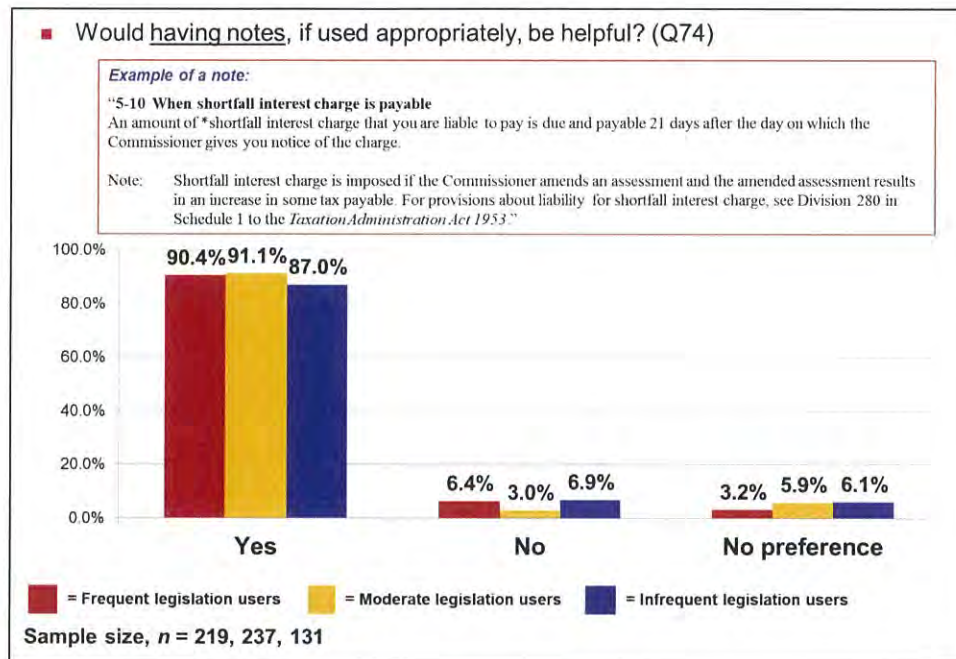


Figure 3.31

Respondents were further asked:

“Where would you prefer notes to be located?”

More than 80% of the respondents preferred each note to be located near the relevant provision. Please see Figure 3.32 for a detailed breakdown of the responses.

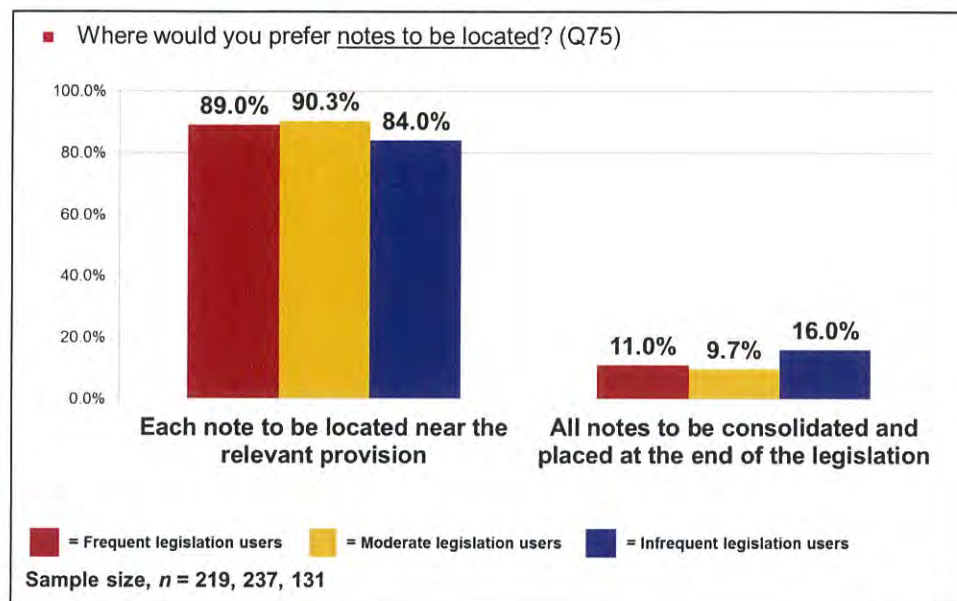


Figure 3.32

3.2.4 Titles Referring to Section Headings

Respondents were asked the following question:

“The title of the subsidiary legislation may refer to the nature of the exemption or refer to the section under which the exemption is granted. Which option would you prefer?”

More than 50% of respondents from all three groups preferred having the title of the subsidiary legislation refer to the nature of subject matter of the subsidiary legislation rather than to the relevant section number of the Act concerned. Please refer to Figure 3.33 for a detailed breakdown of the responses.

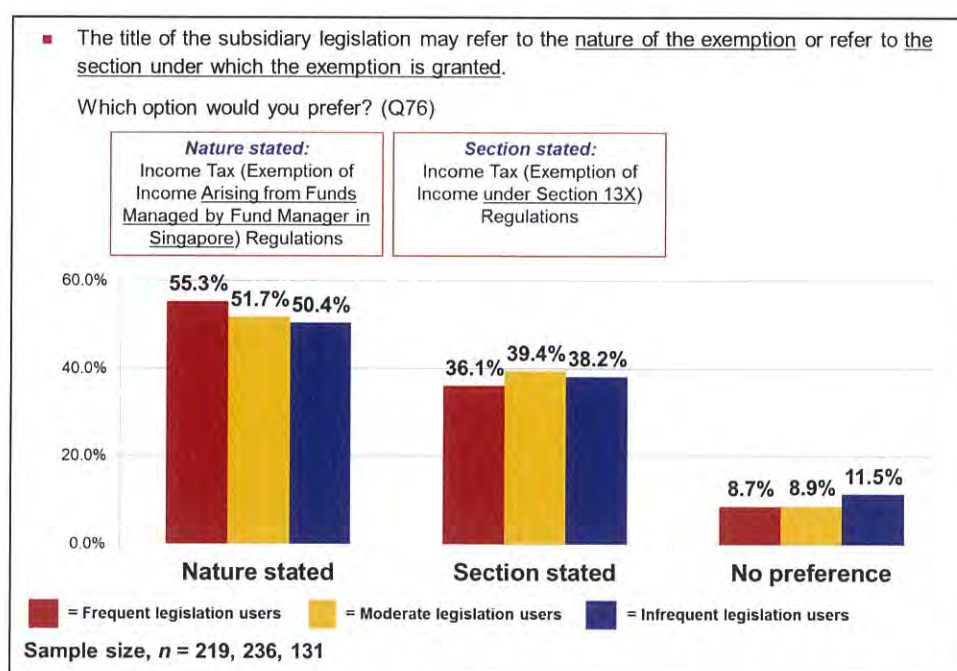


Figure 3.33

3.2.5 Cross-References between Provisions

Respondents were asked the following question:

“Is the use of express cross-references (to link one provision with another associated provision) useful?”

More than half of the respondents from all three groups felt that the use of express cross-references to link one provision with another associated provision was useful. Please see Figure 3.34 for a detailed breakdown of the responses.

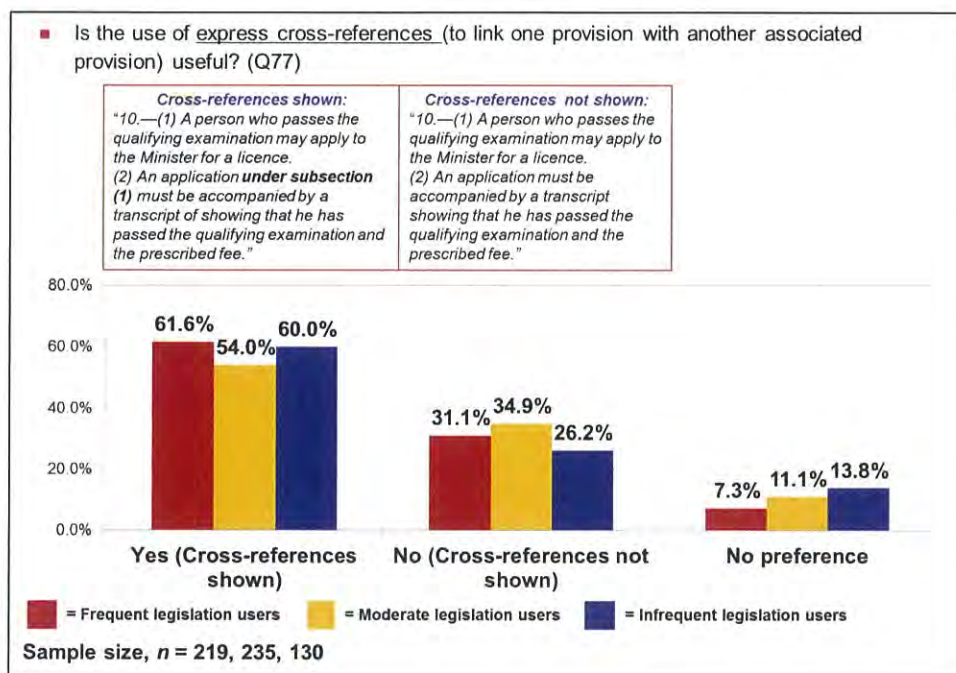


Figure 3.34

3.2.6 Description of Provision in Cross-References

Respondents were asked the following question:

“Would the use of description in cross-reference help in your understanding of the legislation?”

More than 70% of the respondents felt that the use in the cross-references of a description of the provision being cross-referenced would be helpful in their understanding of the legislation, with preferences varying slightly amongst the groups — 71.2% for frequent legislation users; 74.4% for moderate legislation users and 80.8% for infrequent legislation users. Please see Figure 3.35 for a detailed breakdown of the responses.

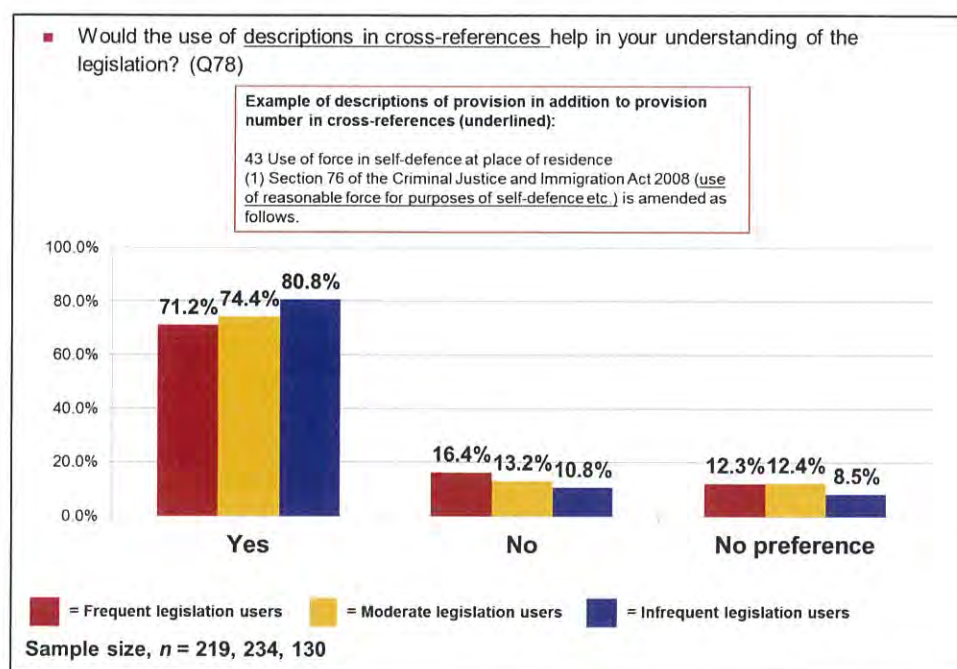


Figure 3.35

3.3 SUMMARY: AIDS TO UNDERSTANDING

Aids to understanding favoured by more than 50% of respondents from each group were:

- highlighting defined words;
- having explanatory statements for subsidiary legislation;
- having outline clauses, overview clauses, purpose clauses;
- describing proportions in the form of a formula;
- expressing calculations and procedures in the form of steps;
- using graphics and flow charts;
- using acronyms and abbreviations;
- having notes in subsidiary legislation;
- stating the nature of the subject matter in titles of legislation;
- using express cross-references; and
- adding to cross-references a description of the provision being cross-referenced.

While 57.2% of the frequent legislation users preferred to have section headings phrased as “statements”, more moderate legislation users and infrequent legislation users favoured having section headings as “questions” than those who did not. More than 50% of the frequent legislation users and close to 50% of the moderate legislation users and infrequent legislation users preferred to have the numbering of the legislative provision shown in the head on each page of the Act or subsidiary legislation .

Please see Figures 3.36 and 3.37 for the summary of responses for this chapter.

Qno	Most preferred choices	% Yes		
		Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Q7	Highlighted defined words	85.9%	90.1%	86.8%
Q8	Explanatory statements	77.8%	86.9%	82.4%
Q9	Section headings phrased as question	23.5%	42.1%	51.8%
	Section headings phrased as statement	57.2%	33.1%	27.9%
Q10	Outline clauses	59.5%	68.2%	67.3%
Q13	Overview clauses	59.5%	78.3%	79.8%
Q15	Purpose clauses	74.3%	80.6%	80.5%
Q17	Proportion described as formulae (Option B)	90.7%	89.3%	84.9%
Q18	Calculations expressed in the form of steps	78.1%	77.5%	85.3%
Q19	Procedure expressed in the form of steps	82.0%	87.6%	87.9%
Q20	Use graphics and flow charts	73.0%	85.5%	85.3%
Q22	Numbering of the legislative provision shown in the header on each page	54.0%	47.6%	53.7%
	Numbering of the legislative provision not shown in the header on each page	9.6%	7.6%	5.9%

= 50% preference and above
 = Less than 50% preference

Figure 3.36

Qno	Most preferred choices	% Yes		
		Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Q72	Greater use of acronyms and abbreviations	57.9%	63.3%	64.2%
Q73	In favour of describing "sub-..." for sub-provisions of "regulation", "rule", and "by-law"	37.4%	37.0%	51.9%
	Not in favour of describing "sub-..." for sub-provisions of "regulation", "rule", and "by-law"	37.4%	26.5%	29.8%
Q74	Notes	90.4%	91.1%	87.0%
Q76	Titles referring to nature of the exemption (nature-stated, option A)	55.3%	51.7%	50.4%
	Titles referring to section under which the exemption is granted (section-stated, option B)	36.1%	39.4%	38.2%
Q77	Use of express cross-references	61.6%	54.0%	60.0%
Q78	Use of descriptions in cross-references	71.2%	74.4%	80.8%

 = 50% preference and above

 = Less than 50% preference

Figure 3.37

CHAPTER 4: WORDS, PHRASES, EXPRESSIONS, NUMBERS

This chapter examines the respondent's preferences regarding the use of words, phrases, expressions and numbers in our legislation. Part A of the survey was compulsory and was completed by all respondents. It covered the following areas: gender neutral drafting, the use of "must" and "shall", numbers, dates, sandwich clauses, multiple paragraphs, the present tense, and the possessive. Part B was optional and not completed by all respondents. Part B covered words and phrases, penal provisions, the use of "any", and the active/passive voice.

4.1 PART A: WORDS, PHRASES, EXPRESSIONS, NUMBERS

4.1.1 Gender Neutral Drafting

Respondents were shown two styles of drafting; non-gender drafting and gender-neutral drafting. They were then asked for their preference. Frequent legislation users, moderate legislation users and infrequent legislation users differed over their preference for gender neutral drafting. While more than 45% of the moderate legislation users and infrequent legislation users favoured gender neutral drafting, the numbers of the frequent legislation users who preferred gender neutral drafting was about the same as those who preferred non-gender neutral drafting. In fact, the frequent legislation users were divided equally over each of the 3 options for the question — non-gender neutral drafting, gender neutral drafting, and no preference (each option receiving 30% to 35% of votes). Please see Figure 4.1 for a detailed breakdown of the responses.

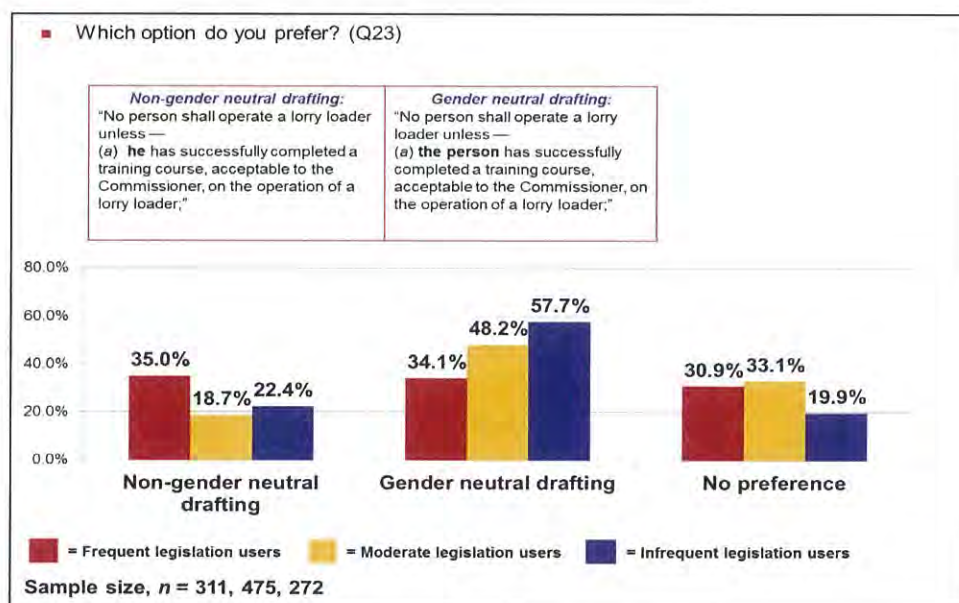


Figure 4.1

For the frequent legislation users, the main reason for being in favour of non-gender neutral drafting was because the use of personal pronouns (i.e. “he”) is more readable (21.1%). The main reason for this group favouring gender neutral drafting was that it gives a better understanding that the law applies to both genders (6.6%). The frequent legislation users who expressed no preference whether to use gender neutral drafting commented that the use of the pronoun “he” is understood as gender neutral (3.1%) and the change would not make any difference (2.1%). Please see Figure 4.2 for a detailed breakdown of the percentages corresponding to the reason for the respondents’ preference.

Frequent Legislation Users

■ Reasons for being in favour of non-gender neutral drafting (Q24)

Reasons	n	%
Use of "he" makes it more readable/ less cumbersome	23	21.1%
Use of "he" makes it more concise/less wordy	15	13.8%
Understood and used to have "he" as gender-neutral	6	5.5%
Important to differentiate gender in some Acts, i.e. Woman's Charter/Matrimonial proceedings Rules	4	3.7%
The use of "he" sounds more personal	3	2.8%
Non-gender neutral drafting has no issue as long as the pronoun used is defined	2	1.8%
No comments	56	51.4%
Total*	109	100.0%

*Sample size only includes frequent legislation users who were in favour of non-gender neutral drafting

■ Reasons for being in favour of gender neutral drafting (Q24)

Reasons	n	%
Better understanding that the law applies for both genders	7	6.6%
Gender neutral drafting eliminate gender bias.	5	4.7%
It is more progressive, i.e. appropriate change in the current situation	4	3.8%
Gender neutral drafting can be used for the laws in which gender is not relevant and distinguish those in which gender is relevant (i.e. Woman's Charter)	3	2.8%
Just preferred gender neutral drafting	2	1.9%
Other jurisdictions have started using gender neutral drafting	2	1.9%
It shows that the society is less paternalistic	1	0.9%
No comments	82	77.4%
Total*	106	100.0%

*Sample size only includes frequent legislation users who were in favour of gender neutral drafting

■ Reasons for having no preference for gender or non-gender neutral drafting (Q24)

Reasons	n	%
Understood and used to have "he" as gender-neutral	3	3.1%
The change does not make any difference	2	2.1%
Use of "he" makes it more readable/ less cumbersome	1	1.0%
Prefer gender neutral drafting, but the use of "the person" is not concise	1	1.0%
Prefer to use both options	1	1.0%
No comments	88	91.7%
Total*	96	100.0%

*Sample size only includes frequent legislation users who had no preference for gender or non-gender neutral drafting

Figure 4.2

For the moderate legislation users, the main reason for being in favour of non-gender neutral drafting was because the use of personal pronouns (i.e. "he") is more readable (15.7%). The main reason for favouring gender neutral drafting was that it gave a better understanding that the law applies to both genders (9.6%). Those who had no preference whether to use gender neutral drafting commented that the use of the pronoun "he" is understood as being gender neutral (3.8%). Please see Figure 4.3 for a detailed breakdown of the percentages corresponding to the reason for the respondents' preference.

Moderate Legislation Users

■ Reasons for being in favour of non-gender neutral drafting (Q24)

Reasons	n	%
Use of "he" makes it more readable/ less cumbersome	14	15.7%
Use of "he" makes it more concise/less wordy	7	7.9%
Understood and used to have "he" as gender-neutral	4	4.5%
The use of "he" sounds more personal	1	1.1%
Important to differentiate gender in some Acts, i.e. Woman's Charter/Matrimonial proceedings Rules	1	1.1%
No comments	62	69.7%
Total*	89	100.0%

*Sample size only includes moderate legislation users who were in favour of non-gender neutral drafting

■ Reasons for being in favour of gender neutral drafting (Q24)

Reasons	n	%
Better understanding that the law applies for both genders	22	9.6%
Gender neutral drafting eliminate gender bias.	15	6.6%
Just prefer gender neutral drafting	1	0.4%
It is more consistent	1	0.4%
No comments	190	83.0%
Total*	229	100.0%

*Sample size only includes moderate legislation users who were in favour of gender neutral drafting

■ Reasons for having no preference for gender or non-gender neutral drafting (Q24)

Reasons	n	%
Understood and used to have "he" as gender-neutral	6	3.8%
Non-gender neutral drafting has no issue as long as the pronoun used is defined	5	3.2%
The change does not make any difference	3	1.9%
Prefer the use of "he/she"	1	0.6%
Both options are acceptable as long as it is consistently used	1	0.6%
Just have no preference	1	0.6%
Both options should be used depends on the circumstances	1	0.6%
No comments	139	88.5%
Total*	157	100.0%

*Sample size only includes moderate legislation users who had no preference for gender or non-gender neutral drafting

Figure 4.3

Similar to the other groups, the infrequent legislation users were in favour of non-gender neutral drafting mainly because the use of pronoun “he” is more readable or less cumbersome (9.8%). However, the main reason for favouring gender neutral drafting was to eliminate gender bias (5.7%). The infrequent legislation users who had no preference whether to use gender neutral drafting commented that the change would not make any difference (7.4 %). Please see Figure 4.4 for a detailed breakdown of the percentages corresponding to the reason for the respondents’ preference.

Infrequent Legislation Users

■ Reasons for being in favour of non-gender neutral drafting (Q24)

Reasons	<i>n</i>	%
Use of "he" makes it more readable/ less cumbersome	6	9.8%
Understood and used to have "he" as gender-neutral	5	8.2%
Use of "he" makes it more concise/less wordy	3	4.9%
Non-gender neutral drafting is commonly applied in formal reports/official write-ups	1	1.6%
No comments	46	75.4%
Total*	61	100.0%

*Sample size only includes infrequent legislation users who were in favour of non-gender neutral drafting

■ Reasons for being in favour of gender neutral drafting (Q24)

Reasons	<i>n</i>	%
Gender neutral drafting eliminate gender bias.	9	5.7%
Better understanding that the law applies for both genders	7	4.5%
It is more progressive, i.e. appropriate change in the current situation	1	0.6%
It shows that the society is less paternalistic	1	0.6%
Gender neutral drafting can be used for the laws in which gender is not relevant and distinguish those in which gender is relevant (i.e. Woman's Charter)	1	0.6%
No comments	138	87.9%
Total*	157	100.0%

*Sample size only includes infrequent legislation users who were in favour of gender neutral drafting

■ Reasons for having no preference for gender or non-gender neutral drafting (Q24)

Reasons	<i>n</i>	%
The change does not make any difference	4	7.4%
Non-gender neutral drafting has no issue as long as the pronoun used is defined	1	1.9%
Both options should be used depends on the circumstances	1	1.9%
Prefer gender neutral drafting, but the use of "the person" is not concise	1	1.9%
Both options are acceptable as long as it is consistently used	1	1.9%
No comments	46	85.2%
Total*	54	100.0%

*Sample size only includes infrequent legislation users who had no preference for gender or non-gender neutral drafting

Figure 4.4

4.1.2 “Must” and “Shall”

Respondents were asked the following question:

“Is there a difference in meaning between Statement A and Statement B?”

Statement A: “A driver of a vehicle shall stop the vehicle when directed to by a police officer.”

Statement B: “A driver of a vehicle must stop the vehicle when directed to by a police officer.””

While the majority of the frequent legislation users (62.1%) felt that the words “shall” and “must” conveyed the same meaning, more than half of the moderate and infrequent legislation users felt that the two words had different meanings. Please see Figure 4.5 for a detailed breakdown of the responses.

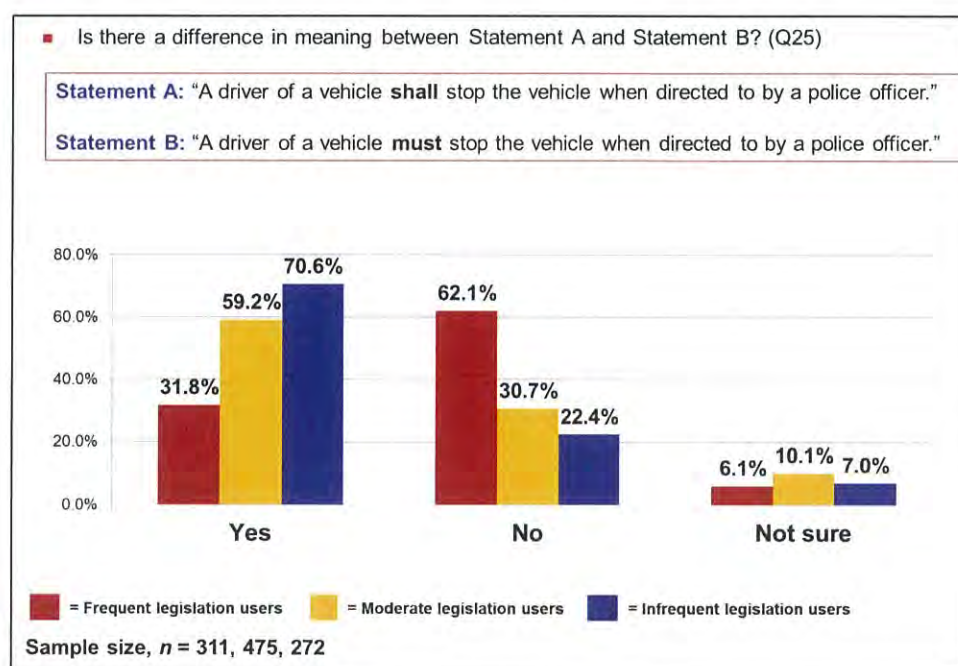


Figure 4.5

4.1.3 Numbers

Respondents were asked the following question:

“In legislation containing references to more than one schedule, which labels do you find more readable?”

- ☐ *Phrase A: First Schedule, Second Schedule.*
- ☐ *Phrase B: Schedule 1, Schedule 2.”*

More than half of the respondents in all three groups felt that describing schedules to an Act as “Schedule 1” and “Schedule 2” (that is, using cardinal numbers) is more readable than using “First Schedule” and “Second Schedule” (that is, using ordinal numbers). Please see Figure 4.6 for a detailed breakdown of the responses.

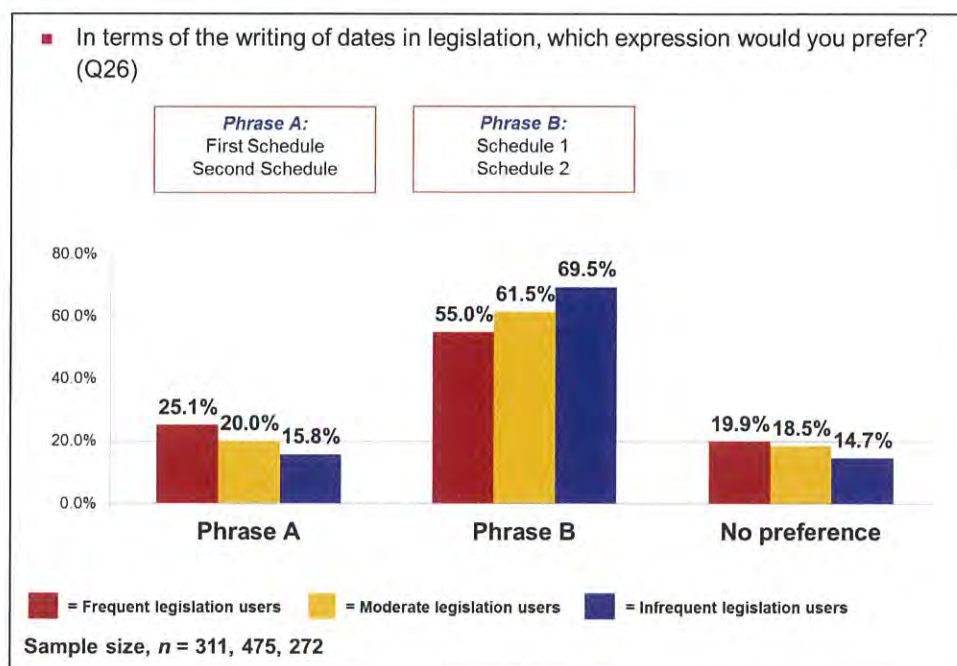


Figure 4.6

Respondents were further asked:

“In legislation divided into different parts, which expression do you find more readable?”

They were asked to choose between Roman numerals (“Part XIX”) and Arabic numerals (“Part 19”). The majority of the respondents (more than 85% of each category) felt that numbering parts of an Act in Arabic numerals (i.e. “Part 19”) is more readable than using the Roman numerals (i.e. “Part XIX”). Please see Figure 4.7 for a detailed breakdown of the responses.

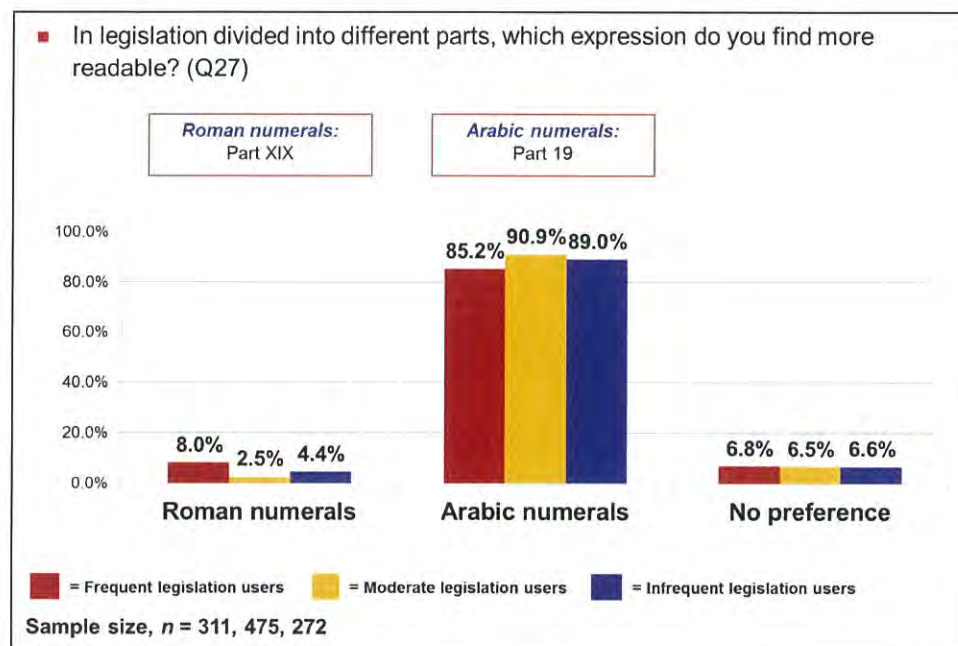


Figure 4.7

4.1.4 Dates

Respondents were asked:

“In terms of the writing of dates in legislation, which expression would you prefer?”

- ☐ *Expression A: 21 July 2013, 2 February 1988.*
- ☐ *Expression B: 21st July 2013, 2nd February 1988.”*

More than three quarters of the respondents in all three groups preferred dates in legislation to be written using numerals without ordinal indicators (that is, without the letter suffixes). Therefore, writing “21 July 2013” is preferred to writing “21st July 2013”. Please see Figure 4.8 for a detailed breakdown of the responses.

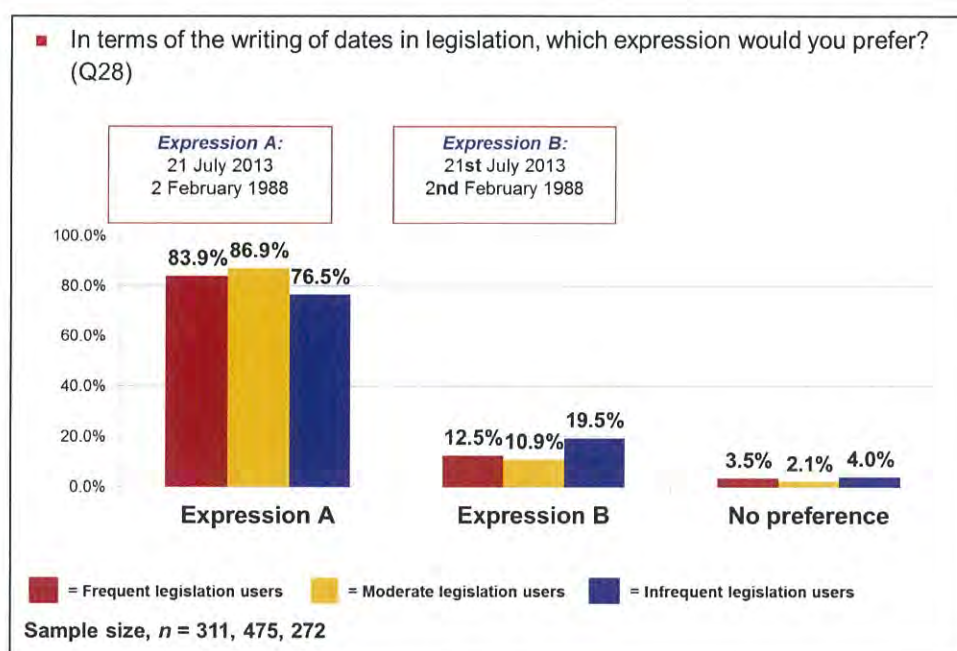


Figure 4.8

4.1.5 Sandwich Clauses

Respondents were shown three texts (Text A, Text B and Text C). Please see Figure 4.9 for the contents of three texts. The respondents were asked which text they find easier to read and understand.

Around 30% in all three groups preferred “sandwich clause” formulation of the legislative provision (Text A). Relatively more frequent legislation users (36.7%) preferred splitting a legislative provision into multiple subsections (Text C) to the other formulations. However, more than 40% of the moderate legislation users preferred the use of single subsection with the details of the contained in the beginning of the sentence (Text B). Please see Figure 4.9 for a detailed breakdown of the responses.

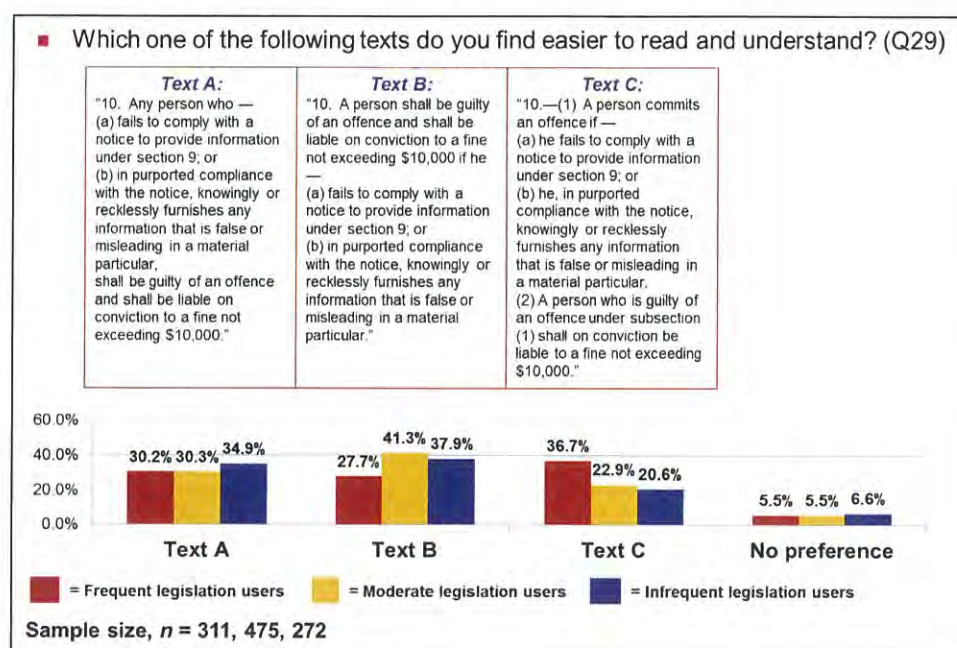


Figure 4.9

4.1.6 Multiple Paragraphs

Respondents were shown two texts (Option A and Option B). Please see Figure 4.10 for the contents of the texts. The respondents were asked which text they find easier to read and understand.

More than 60% of respondents in all three groups preferred the use of multiple paragraphs (Option B) rather than the use of the double sandwich clause (Option A). Please see Figure 4.10 for a detailed breakdown of the responses.

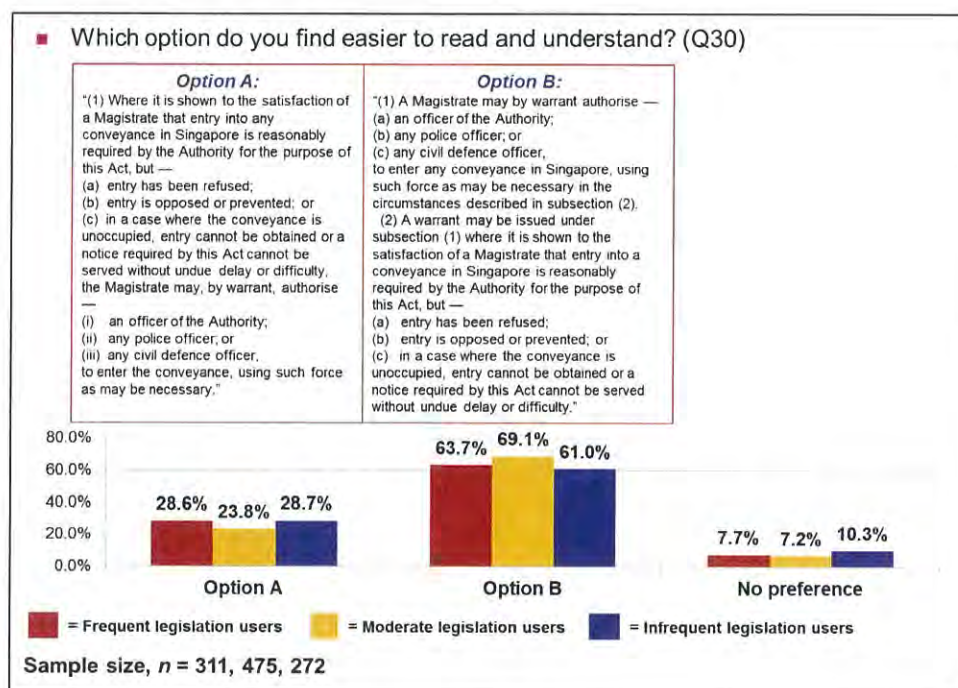


Figure 4.10

4.1.7 Drafting in the Present Tense

Respondents were asked the following questions:

"In your opinion, is the meaning of Option A and B the same?"

- ☐ Option A: *"The Authority has power to do x."*
- ☐ Option B: *"The Authority shall have power to do x.""*

"In your opinion, is the meaning of Option C and D the same?"

- ☐ Option C: *"A person who meets the prescribed requirements shall be eligible to be registered."*
- ☐ Option D: *"A person who meets the prescribed requirements is eligible to be registered.""*

58.5% of the frequent legislation users did not see any difference in meaning between the use of “has” and “shall have”. However, approximately half of the moderate and infrequent legislation users felt that the words have different meanings. Similar responses were received for the questions comparing the meaning of “shall be” and “is”. Please see Figures 4.11 and 4.12 for a detailed breakdown of the responses.

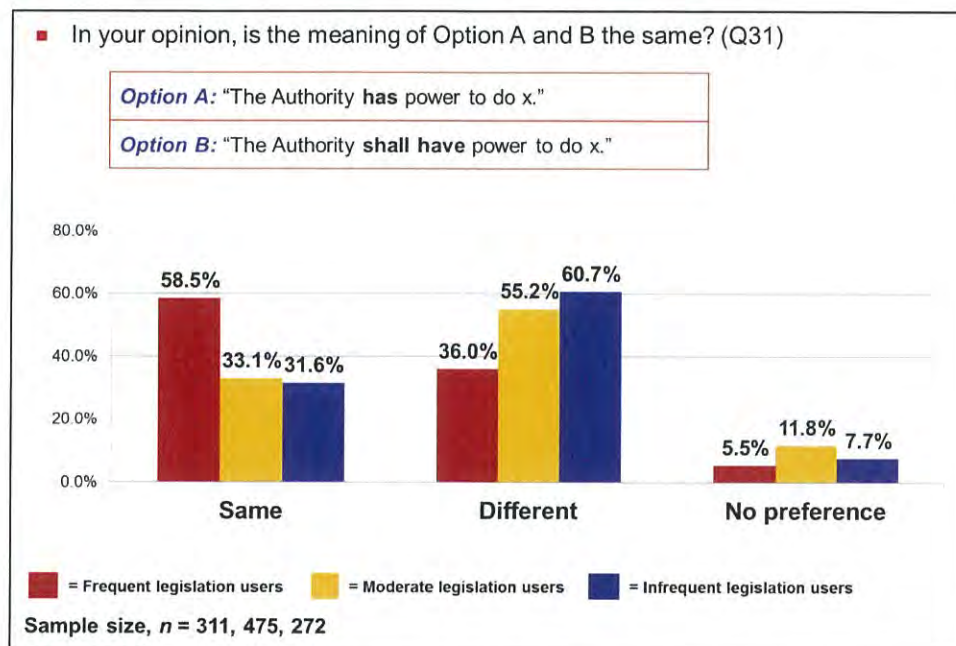


Figure 4.11

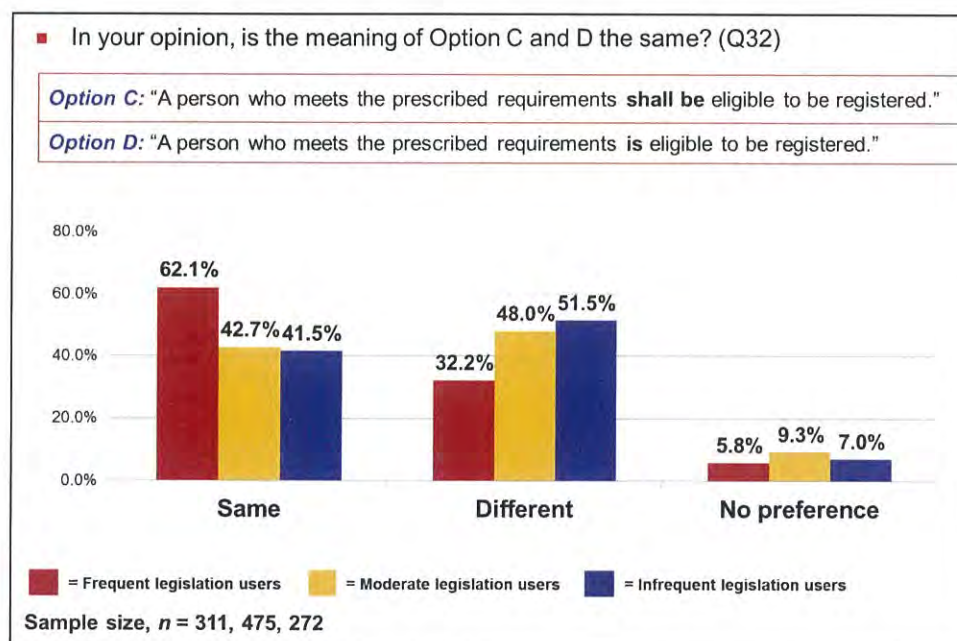


Figure 4.12

4.1.8 Possessive

Respondents were asked the following question:

“Is the meaning of Option 1 and 2 the same?”

- ☐ *Option 1: “...the payment of gratuities and other benefits to employees of the Authority.”*
- ☐ *Option 2: “...the payment of gratuities and other benefits to the Authority’s employees.””*

More than 80% of the respondents in all three groups agreed that there was no difference between the phrases “employees of the Authority” and “the Authority’s employees”. See Figure 4.13 for a detailed breakdown of the responses.

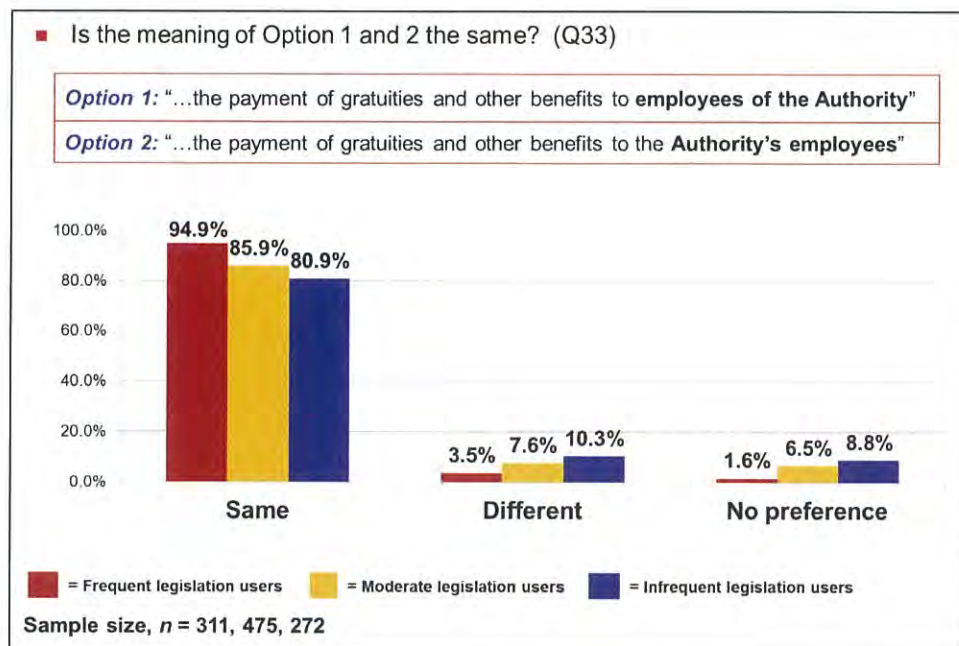


Figure 4.13

4.2 PART B: WORDS, PHRASES, EXPRESSIONS, NUMBERS

4.2.1 Words and Phrases

Respondents were asked which of the following word or phrase was easier to understand when they are reading our written laws.

<u>Option A</u>	<u>Option B</u>
commence	start/ begin
for the duration of	during
cease	stop
any other person	anyone else/ someone else
medical practitioner	doctor
notwithstanding	despite/ in spite of/ however
pursuant to	under/ because of
shall be deemed to	is taken to be/ is treated as/ is regarded as

Some words and phrases that were most preferred by the majority of the respondents in all three groups were:

- “*During*” (as compared to “*for the duration of*”);
- “*Any other person*” (as compared to “*Anyone else/ someone else*”);
- “*Despite/ in spite of/ however*” (as compared to “*Notwithstanding*”);
- “*Under/ because of*” (as compared to “*pursuant to*”); and
- “*Is taken to be/ is treated as/ is regarded as*” (as compared to “*shall be deemed to*”).

However, there were several words and phrases that were only preferred by specific groups:

- “*Commence*” was preferred by 47.2% of the frequent legislation users and 44.6% of the infrequent legislation users, while “*start/begin*” was preferred by 50.2% of the moderate legislation users. Please see Figure 4.14 for a detailed breakdown of the responses.
- “*Cease*” was preferred by 46.3% of the frequent legislation users and 45.4% of the infrequent legislation users, while “*stop*” was preferred by 42.9% of the moderate legislation users. Please see Figure 4.15 for a detailed breakdown of the responses.
- “*Medical practitioner*” was preferred by 46.3% of the frequent legislation users, while “*doctor*” was preferred by 59.2% of the moderate legislation users and 46.9% of the infrequent legislation users. Please see Figure 4.16 for a detailed breakdown of the responses.

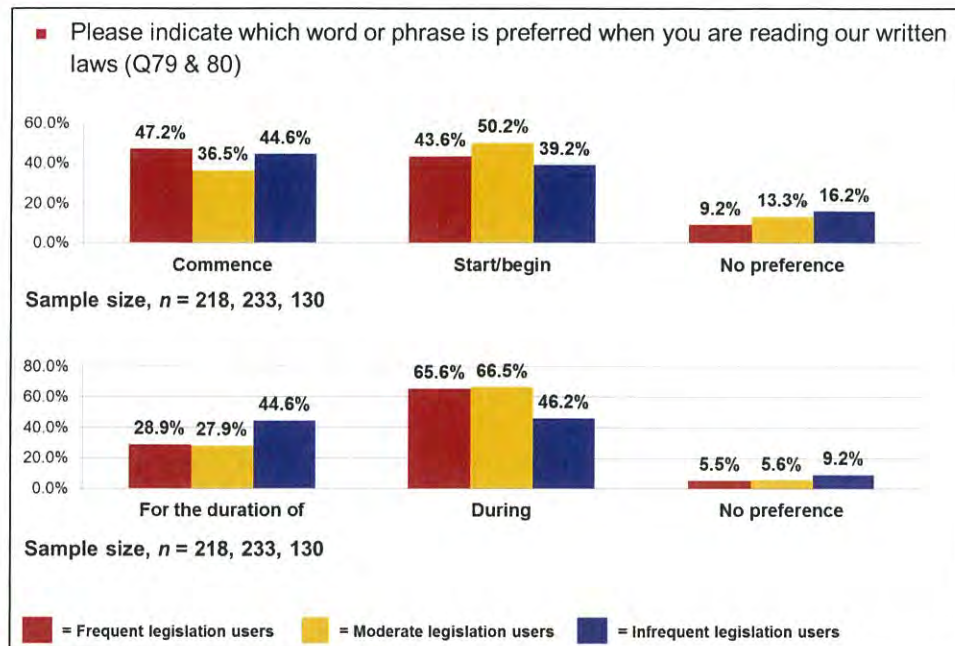


Figure 4.14

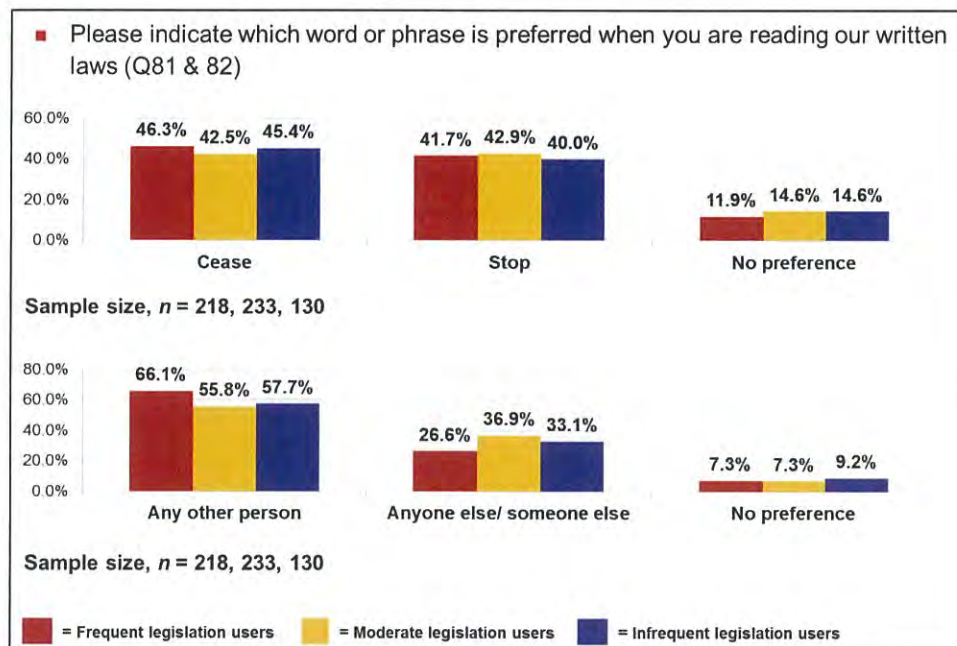


Figure 4.15

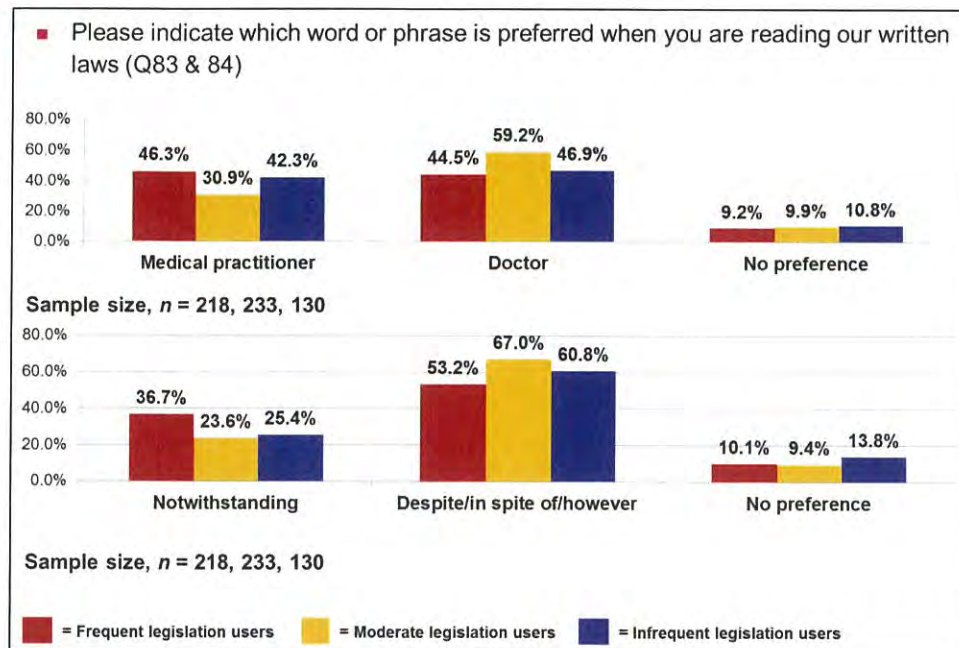


Figure 4.16

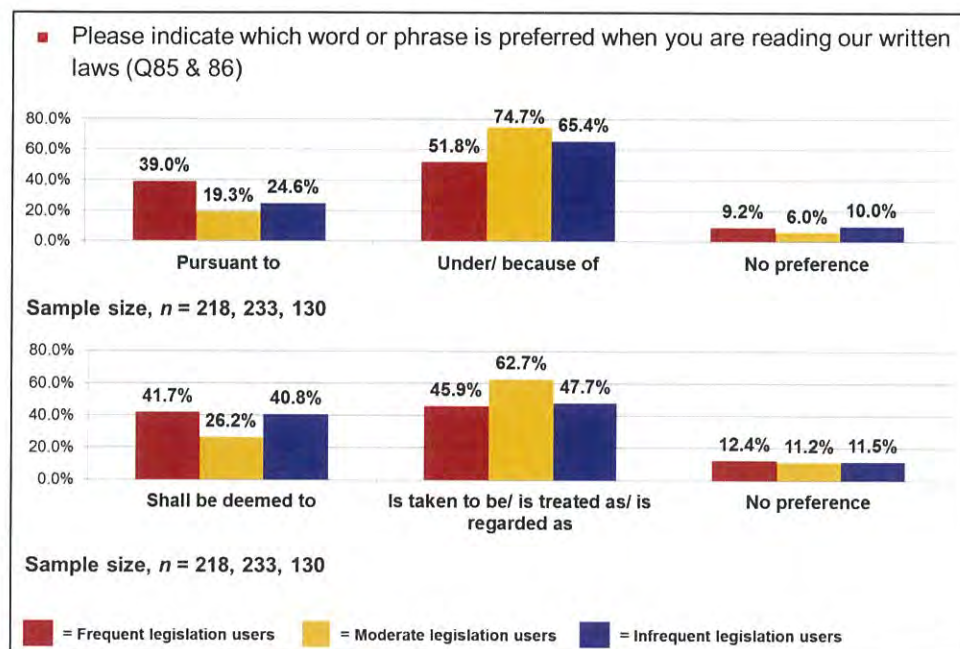


Figure 4.17

4.2.2 Penal Provisions

Respondents were asked the following question:

“Which option would you prefer?”

- ☐ Option A: “A person who contravenes the law shall be guilty of an offence.”
- ☐ Option B: “A person who contravenes the law commits an offence.”

More than half of the respondents in all three groups preferred the use of “commits” as compared with “shall be guilty of” in the drafting of penal provisions. Please see Figure 4.18 for a detailed breakdown of the responses.

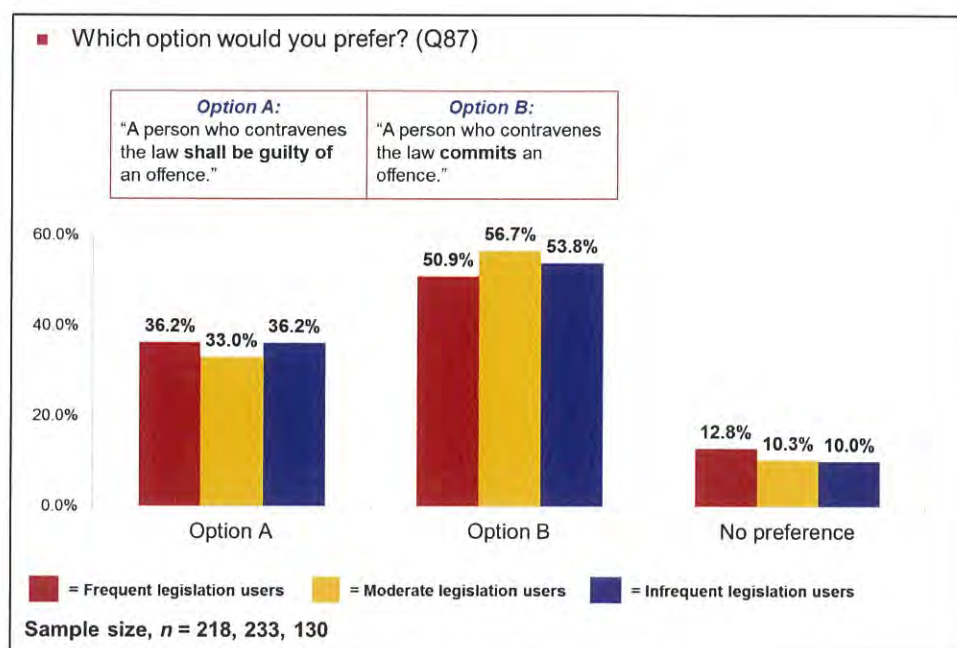


Figure 4.18

For the frequent legislation users, the main reasons given for preferring the phrase “*shall be guilty of*” were that it sounds more authoritative/formal (6.3%) and that it is more precise (6.3%). The main reasons given for preferring the phrase “*commits*” were that it is more concise, direct and easier to understand (18.0%) and indicates that a person can be found criminally guilty for an offence only in a court (10.8%). Frequent legislation users who had no preference expressed that they preferred “*is guilty of*” instead of the two options (7.1%). Please see Figure 4.19 for a breakdown of the percentages corresponding to the reason for the respondents’ preference.

Frequent Legislation Users

- Reasons for preferring “A person who contravenes the law **shall be guilty of an offence**” (Q88):

Reasons	n	%
It sounds more formal/authoritative/ punitive	5	6.3%
It is clearer/ more precise	5	6.3%
"Guilty" implies that the offender does not only commit the act, but also responsible for having committed the act.	4	5.1%
Familiar with option A	3	3.8%
Intuitively feel that it is more correct, just a subtle difference between the two options	1	1.3%
Not applicable/ No comments	61	77.2%
Total*	79	100.0%

*Sample size only includes frequent legislation users who preferred “A person who contravenes the law **shall be guilty of an offence**.”

- Reasons for preferring “A person who contravenes the law **commits an offence**” (Q88):

Reasons	n	%
It is more concise, direct and easier to understand	20	18.0%
A person can be found criminally guilty for an offence only in courts	12	10.8%
The use of “shall be” is misleading/ambiguous	3	2.7%
It is clearer/ more precise	2	1.8%
Intuitively feel that it is more correct, just a subtle difference between the two options	1	0.9%
Guilt is a criminal concept, while offences are both criminal and civil.	1	0.9%
Not applicable/ No comments	72	64.9%
Total*	111	100.0%

*Sample size only includes frequent legislation users who preferred “A person who contravenes the law **commits an offence**.”

- Reasons for having no preference for the two options in Q87 (Q88):

Reasons	n	%
Prefer “A person who contravenes the law is guilty of an offence”	2	7.1%
Depends on what the law is trying to say	1	3.6%
Not clear in the implication of both options	1	3.6%
Not applicable/ No comments	24	85.7%
Total*	28	100.0%

*Sample size only includes frequent legislation users who had no preference in Q87

Figure 4.19

For the moderate legislation users, the main reasons given for preferring the phrase “*shall be guilty of*” were that it sounds more authoritative or formal (10.4%) and that it implies that the offender not only committed that act but is also responsible for having committed the act (6.5%). The main reason given for preferring the word “*commits*” was because it is more concise and understandable (13.6%). Those who had no preference expressed that it would depend on the actual message of the law (8.3%) and that both options were similar (8.3%). Please see Figure 4.20 for a breakdown of the percentages corresponding to the reason of the respondents’ preference.

Moderate Legislation Users

- Reasons for preferring “A person who contravenes the law **shall be guilty of an offence**” (Q88):

Reasons	<i>n</i>	%
It sounds more formal/authoritative/ punitive	8	10.4%
"Guilty" implies that the offender does not only commit the act, but also responsible for having committed the act.	5	6.5%
Familiar with option A	2	2.6%
It is clearer/ more precise	1	1.3%
Intuitively feel that it is more correct, just a subtle difference between the two options	1	1.3%
Not applicable/ No comments	60	77.9%
Total*	77	100.0%

*Sample size only includes moderate legislation users who preferred “A person who contravenes the law **shall be guilty of an offence**.”

- Reasons for preferring “A person who contravenes the law **commits an offence**” (Q88):

Reasons	<i>n</i>	%
It is more concise, direct and easier to understand	18	13.6%
A person can be found criminally guilty for an offence only in courts	2	1.5%
The use of “shall be” is misleading/ambiguous	2	1.5%
Intuitively feel that it is more correct, just a subtle difference between the two options	1	0.8%
Not applicable/ No comments	109	82.6%
Total*	132	100.0%

*Sample size only includes moderate legislation users who preferred “A person who contravenes the law **commits** an offence.”

- Reasons for having no preference for the two options in Q87 (Q88):

Reasons	<i>n</i>	%
Depends on what the law is trying to say	2	8.3%
Both options are the same	2	8.3%
Not clear in the implication of both options	1	4.2%
Both options are acceptable	1	4.2%
Not applicable/ No comments	18	75.0%
Total*	24	100.0%

*Sample size only includes moderate legislation users who had no preference in Q87

Figure 4.20

For the infrequent legislation users, the main reason given for preferring the phrase “*shall be guilty of*” was that it sounds more authoritative/formal (12.8%). The main reasons given for preferring the phrase “*commits*” were that it is more concise and understandable (12.9%) and that it is clearer and more precise (8.6%). Those who reflected no preference expressed that the two options were the same (7.7%). Please see Figure 4.21 for a breakdown of the percentages corresponding to the reason of the respondents’ preference.

Infrequent Legislation Users

- Reasons for preferring “A person who contravenes the law **shall be guilty of an offence**” (Q88):

Reasons	<i>n</i>	%
It sounds more formal/authoritative/ punitive	6	12.8%
“Guilty” implies that the offender does not only commit the act, but also responsible for having committed the act.	2	4.3%
Intuitively feel that it is more correct, just a subtle difference between the two options	2	4.3%
Not applicable/ No comments	37	78.7%
Total*	47	100.0%

*Sample size only includes infrequent legislation users who preferred “A person who contravenes the law **shall be guilty of** an offence.”

- Reasons for preferring “A person who contravenes the law **commits an offence**” (Q88):

Reasons	<i>n</i>	%
It is more concise, direct and easier to understand	9	12.9%
It is clearer/ more precise	6	8.6%
A person can be found criminally guilty for an offence only in courts	3	4.3%
The use of “shall be” is misleading/ambiguous	2	2.9%
Intuitively feel that it is more correct, just a subtle difference between the two options	1	1.4%
Not applicable/ No comments	49	70.0%
Total*	70	100.0%

*Sample size only includes infrequent legislation users who preferred “A person who contravenes the law **commits** an offence.”

- Reasons for having no preference for the two options in Q87 (Q88):

Reasons	<i>n</i>	%
Both options are the same	1	7.7%
Not applicable/ No comments	12	92.3%
Total*	13	100.0%

*Sample size only includes infrequent legislation users who had no preference in Q87

Figure 4.21

4.2.3 Use of “Any”

Respondents were asked the following question:

“Given that section 2 of the Interpretation Act provides that “words in the singular include the words in the plural and words in the plural include the singular”, which option would you prefer?”

- ☐ Option A: *“The Minister may, in making any regulations under subsection (1), provide that any contravention of any provision of the regulations shall be an offence punishable with a fine not exceeding \$5,000.” or*
- ☐ Option B: *“The Minister may, in making regulations under subsection (1), provide that a contravention of a provision of the regulations shall be an offence punishable with a fine not exceeding \$5,000.””*

More than 43% of the respondents in all three groups preferred the use of “any” as compared to the use of “a”. Please see Figure 4.22 for a detailed breakdown of the responses.

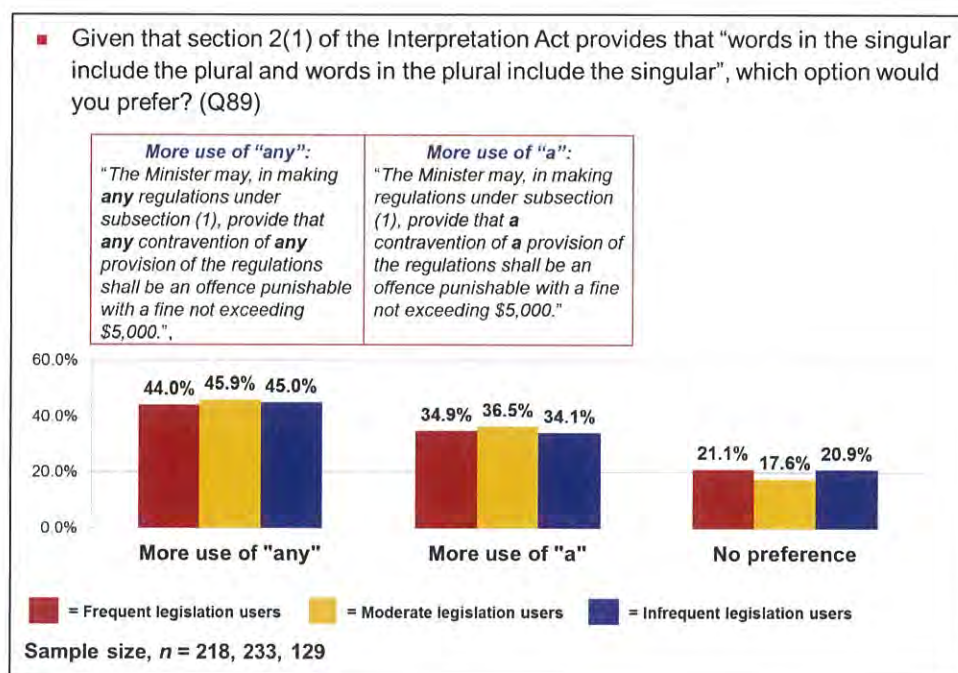


Figure 4.22

For frequent legislation users, the main reasons given for preferring the use of “any” were that it is more encompassing than “a” (4.2%) and that it is clearer and more direct (4.2%). The main reason given for preferring more use of “a” was that it is simpler and more efficient (13.2%). Those who had no preference for the two options expressed that there is no difference between the two options (4.3%). See Figure 4.23 for a breakdown of the percentages corresponding to the reason for the respondents’ preference.

Frequent Legislation Users

- Reasons for preferring more use of “any” (Q90):

Reasons	n	%
The use of “any” is more encompassing than “a”	4	4.2%
It is clearer and more direct	4	4.2%
The use of “any” seems preferable to address all possible situations	1	1.0%
It sounds appropriate for this section	1	1.0%
Not applicable/ No comment	86	89.6%
Total*	96	100.0%

*Sample size only includes frequent legislation users who preferred more use of “any”

- Reasons for preferring more use of “a” (Q90):

Reasons	n	%
The use of “a” is simpler and more efficient	10	13.2%
It is clearer and more direct	3	3.9%
The use of “any” and “a” should depend on the situation	2	2.6%
It can distinguish singular and plural noun whenever necessary	1	1.3%
The use of “a” is more flexible	1	1.3%
Not applicable/ No comment	59	77.6%
Total*	76	100.0%

*Sample size only includes frequent legislation users who preferred more use of “a”

- Reasons for having no preference for “a” or “any”(Q90):

Reasons	n	%
No difference between the two options	2	4.3%
Not applicable/ No comment	44	95.7%
Total*	46	100.0%

*Sample size only includes frequent legislation users who had no preference in the use of “a” or “any”

Figure 4.23

Like the frequent legislation users, the moderate legislation users expressed that they preferred the use of “any” mainly because it is more encompassing than “a” (3.7%). The main reason given for preferring the use of “a” was that it is simpler and more efficient (11.8%). Those who had no preference expressed that there was no difference between the two options (2.4%). See Figure 4.24 for a breakdown of the percentages corresponding to the reason for the respondents’ preference.

Moderate Legislation Users

- Reasons for preferring more use of “any” (Q90):

Reasons	<i>n</i>	%
The use of “any” is more encompassing than “a”	4	3.7%
It is clearer and more direct	2	1.9%
The use of “any” removes the need to explain the singular and plural.	2	1.9%
It sounds appropriate for this section	1	0.9%
Not applicable/ No comment	98	91.6%
Total*	107	100.0%

*Sample size only includes moderate legislation users who preferred more use of “any”

Moderate Legislation Users

- Reasons for preferring more use of “a” (Q90):

Reasons	<i>n</i>	%
The use of “a” is simpler and more efficient	10	11.8%
It is clearer and more direct	1	1.2%
The use of “any” might be difficult to interpret	1	1.2%
The use of “any” and “a” should depend on the situation	1	1.2%
“Any” gives the impression that more than one contravention/provision may be enforced	1	1.2%
Not applicable/ No comment	71	83.5%
Total*	85	100.0%

*Sample size only includes moderate legislation users who preferred more use of “a”

Moderate Legislation Users

- Reasons for having no preference for “a” or “any”(Q90):

Reasons	<i>n</i>	%
No difference between the two options	1	2.4%
Not applicable/ No comment	40	97.6%
Total*	41	100.0%

*Sample size only includes moderate legislation users who had no preference in the use of “a” or “any”

Figure 4.24

Like the other two groups, the infrequent legislation users expressed that they preferred the use of “any” mainly because it is more encompassing than “a” (6.9%) and it is clearer and more direct (3.4%). The main reason given for preferring the use of “a” was that it is simpler and more efficient (6.8%), as well as it is clearer and more direct (6.8%). Those who had no preference for the two options expressed that there was no difference between the two options (7.4%). See Figure 4.25 for a breakdown of the percentage corresponding to the reason for the respondents’ preference.

Infrequent Legislation Users

- Reasons for preferring more use of “any” (Q90):

Reasons	n	%
The use of “any” is more encompassing than “a”	4	6.9%
It is clearer and more direct	2	3.4%
The use of “any” sounds more law abiding	1	1.7%
Not applicable/ No comment	51	87.9%
Total*	58	100.0%

*Sample size only includes infrequent legislation users who preferred more use of “any”

- Reasons for preferring more use of “a” (Q90):

Reasons	n	%
The use of “a” is simpler and more efficient	3	6.8%
It is clearer and more direct	3	6.8%
“Any” does not sound serious enough	1	2.3%
Not applicable/ No comment	37	84.1%
Total*	44	100.0%

*Sample size only includes infrequent legislation users who preferred more use of “a”

- Reasons for having no preference for “a” or “any”(Q90):

Reasons	n	%
No difference between the two options	2	7.4%
Not applicable/ No comment	25	92.6%
Total*	27	100.0%

*Sample size only includes infrequent legislation users who had no preference in the use of “a” or “any”

Figure 4.25

4.2.4 Active or Passive Voice

Respondents were asked the following question:

“Which style of drafting is clearer and easier to understand: Option A (Active Voice) or Option B (Passive Voice)?”

More than 70% of the respondents in all three groups felt that the use of the active voice is clearer and easier to understand than the use of the passive voice. See Figure 4.26 for a detailed breakdown of the responses.

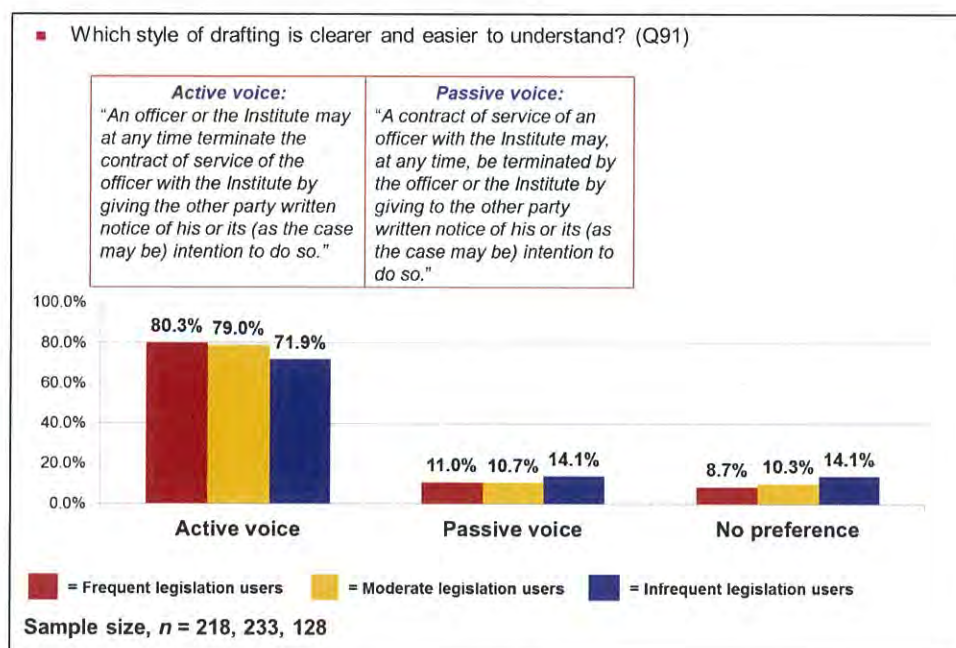


Figure 4.26

4.3 SUMMARY: WORDS, PHRASES, EXPRESSIONS, & NUMBERS

Figure 4.27 shows some choices of expressions and numbers were preferred by more than 50% of the respondents regardless of their groups, such as:

- Using cardinal numbers (i.e. “Schedule 1” or “Schedule 2”) in referring to multiple schedules;
- Using Arabic numerals in referring to Parts of an Act;
- Using numerals without ordinal indicators in the writing of dates;
- Using multiple subsections rather than using a single double sandwich clause;
- Using “commits” rather than “shall be guilty of” in the writing of penal provisions; and
- Using the active voice in the writing of legislation.

Qno	Areas	Most preferred choices	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Q23	Gender neutral drafting	Non-gender neutral drafting	35.0%	18.7%	22.4%
		Gender neutral drafting	34.1%	48.2%	57.7%
Q26	Numbers	“Schedule 1” or “Schedule 2”	55.0%	61.5%	69.5%
Q27	Numbers	Arabic numerals (i.e. Part 19)	85.2%	90.9%	89.0%
Q28	Dates	“21 July 2013” or “2 February 1988”	83.9%	86.9%	76.5%
Q29	Sandwich clauses	“10. A person shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$10,000 if he — (a) fails to comply with a notice to provide information under section 9; or (b) in purported compliance with the notice, knowingly or recklessly furnishes any information that is false or misleading in a material particular.”	27.7%	41.3%	37.9%
		“10.—(1) A person commits an offence if — (a) he fails to comply with a notice to provide information under section 9; or (b) he, in purported compliance with the notice, knowingly or recklessly furnishes any information that is false or misleading in a material particular. (2) A person who is guilty of an offence under subsection (1) shall on conviction be liable to a fine not exceeding \$10,000.”	36.7%	22.9%	20.6%
Q30	Multiple paragraphs	Multiple paragraphs in a subsection: “(1) A Magistrate may by warrant authorise — (a) an officer of the Authority; (b) any police officer; or (c) any civil defence officer, to enter any conveyance in Singapore, using such force as may be necessary in the circumstances described in subsection (2). (2) A warrant may be issued under subsection (1) where it is shown to the satisfaction of a Magistrate that entry into a conveyance in Singapore is reasonably required by the Authority for the purpose of this Act, but — (a) entry has been refused; (b) entry is opposed or prevented; or (c) in a case where the conveyance is unoccupied, entry cannot be obtained or a notice required by this Act cannot be served without undue delay or difficulty.”	63.7%	69.1%	61.0%
Q87	Penal provisions	“A person who contravenes the law commits an offence.”	50.9%	56.7%	53.8%
Q89	Use of “any” and Use of “a”	More use of “any”	44.0%	45.9%	45.0%
		More use of “a”	34.9%	36.5%	34.1%
Q91	Active or passive voice	Active voice	80.3%	79.0%	71.9%

■ = 50% preference and above ■ = Less than 50% preference

Figure 4.27

Some words and phrases were preferred by more than 50% of respondents in all three groups, such as: “Any other person” (as compared with “anyone else/ someone else”); “Despite/ in spite of/ however” (as compared with “notwithstanding”); and “Under/ because of” (as compared with “pursuant to”).

The words “is taken to be/is treated as/is regarded as” were preferred to “shall be deemed” by moderate and infrequent legislation users, but not by the frequent legislation users. The words “start/begin” were also preferred to the word “commence” by the moderate and (by a slight margin) infrequent legislation users but not by the frequent legislation users. About an equal number of users preferred “cease” to “stop”. See Figure 4.28 for a detailed breakdown of the responses.

Qno	Areas	Most preferred choices	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Q79	Words & Phrases	Commence	47.2%	36.5%	44.6%
		Start/begin	43.6%	50.2%	39.2%
Q80	Words & Phrases	During	65.6%	66.5%	46.2%
Q81	Words & Phrases	Cease	46.3%	42.5%	45.4%
		Stop	41.7%	42.9%	40.0%
Q82	Words & Phrases	Any other person	66.1%	55.8%	57.7%
Q83	Words & Phrases	Medical practitioner	46.3%	30.9%	42.3%
		Doctor	44.5%	59.2%	46.9%
Q84	Words & Phrases	Despite/ in spite of/ however	53.2%	67.0%	60.8%
Q85	Words & Phrases	Under/ because of	51.8%	74.7%	65.4%
Q86	Words & Phrases	Is taken to be/ is treated as/ is regarded as	45.9%	62.7%	47.7%

■ = 50% preference and above ■ = Less than 50% preference

Figure 4.28

Most frequent legislation users perceived the pairs of words “*must*” and “*shall*”; “*has*” and “*shall have*”; “*shall be*” and “*is*” as having the same meaning. However, most moderate and infrequent legislation users felt that the pairs of words had different meanings. The only pair of words all three groups perceived to have the same meaning is “*employees of the Authority*” and “*the Authority’s employees*”. Please see Figure 4.29 for a detailed breakdown of the responses.

Qno	Perceived similarity (in meaning) between...	Most preferred choices	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Q25	“Must” and “Shall”	Same	62.1%	30.7%	22.4%
		Different	31.8%	59.2%	70.6%
Q31	“Has” and “Shall have” (Present tense)	Same	58.5%	33.1%	31.6%
		Different	36.0%	55.2%	60.7%
Q32	“Shall be” and “Is” (Present tense)	Same	62.1%	42.7%	41.5%
		Different	32.2%	48.0%	51.5%
Q33	“Employees of the Authority” and “the Authority’s employees” (Possessive)	Same	94.9%	85.9%	80.9%

■ = 50% preference and above ■ = Less than 50% preference

Figure 4.29

CHAPTER 5: LAYOUT & DOCUMENT DESIGN

This chapter will present the respondents' preferences for the layout and document design of the legislation. Part A is compulsory for all respondents. Part A includes the following areas: paper size, text alignment, font choice, font size, line spacing, paragraphs style, and space between paragraphs. Part B includes the position of graphs/ flow charts.

5.1 PART A: LAYOUT & DOCUMENT DESIGN

5.1.1 Paper Size

Respondents were asked the following question:

"Which paper size do you prefer for our Bills, Acts and Subsidiary Legislation publication to be prepared on?"

More than 60% of the respondents in all three groups preferred having the Bills, Acts and Subsidiary Legislation publication to be prepared on A4-size paper (210 x 297 mm). Almost one-fifth of the frequent legislation users (18.3%) preferred the B5-size paper (250 x 176 mm), which is the current paper size used for the publication. See Figure 5.1 for a detailed breakdown of the responses.

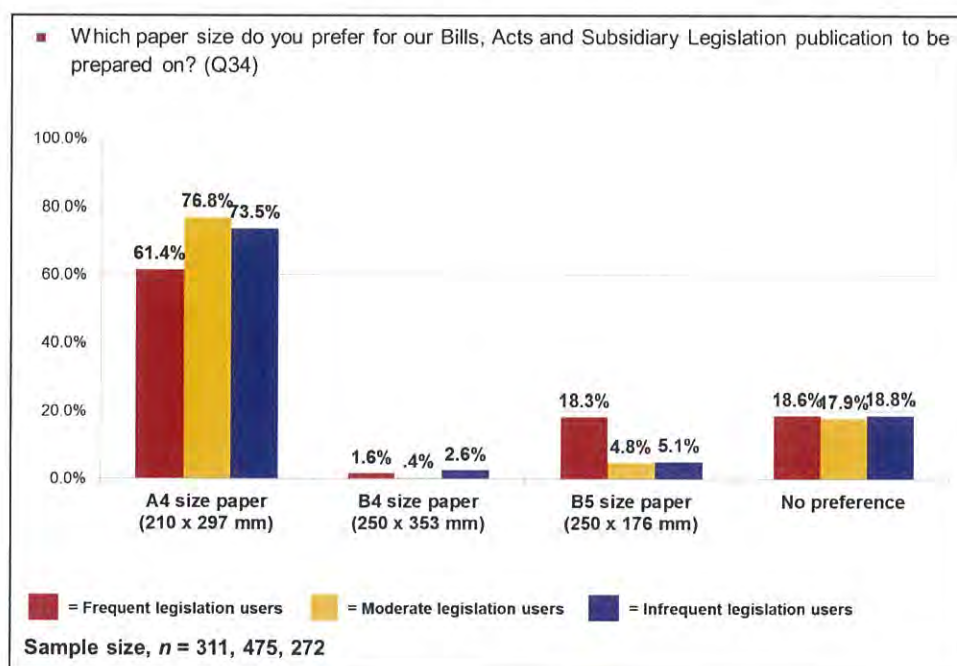


Figure 5.1

5.1.2 Text Alignment

Respondents were asked whether justified text or left-aligned text is more readable. They were provided sample texts that were justified and left-aligned. More than 65% of the respondents in all three groups felt that justified text as a style of drafting is more readable. See Figure 5.2 for a detailed breakdown of the responses.

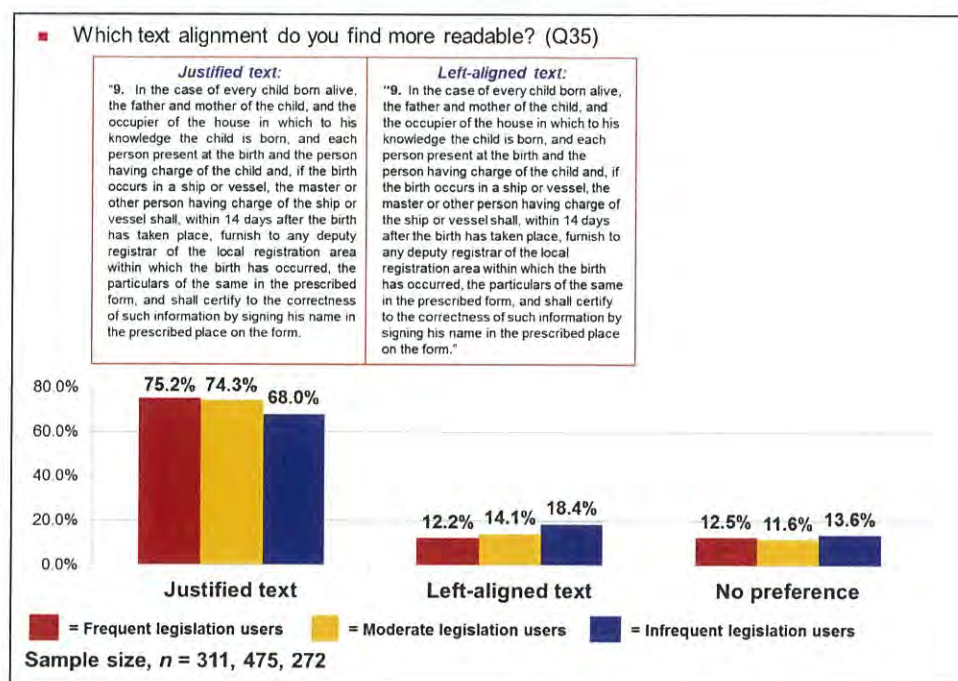


Figure 5.2

5.1.3 Font Choice

Respondents were asked to choose between font types, Times New Roman and Arial. They were provided with sample texts prepared in Times New Roman and Arial for comparison.

With the exception of the frequent legislation users, more than 50% of the rest of the respondents found that the Arial font type is more readable. Only a slight 2% more of frequent legislation users found Times New Roman font type (41.8%) more readable than the Arial font type (39.9%). See Figure 5.3 for a detailed breakdown of the responses.

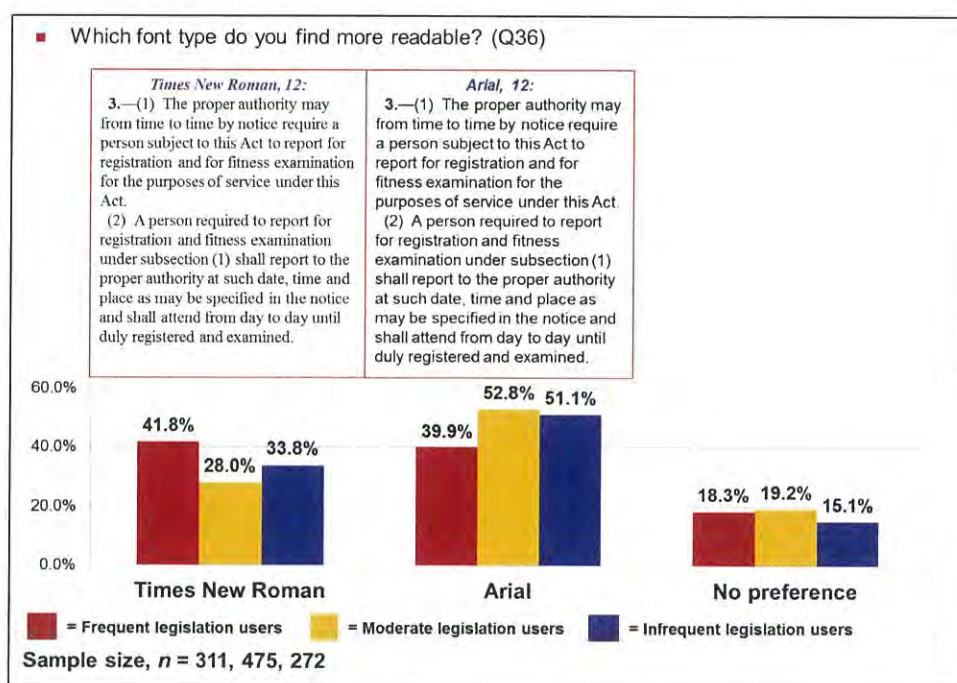


Figure 5.3

5.1.4 Font Size

Respondents were asked which font size they find more readable. They were given the option of font sizes 13, 12, 11 and 10 to choose from.

More than 50% of the frequent and moderate legislation users found font size 13 to be more readable, while about 47.1% of the infrequent legislation users felt that font size 12 to be more readable. More than 40% of the respondents prefer the text in all parts of the legislation (including title, main text, heading, and schedule) to be in different font size. See Figures 5.4 and 5.5 for a detailed breakdown of the responses relating to the readability and preference for a single font size respectively.

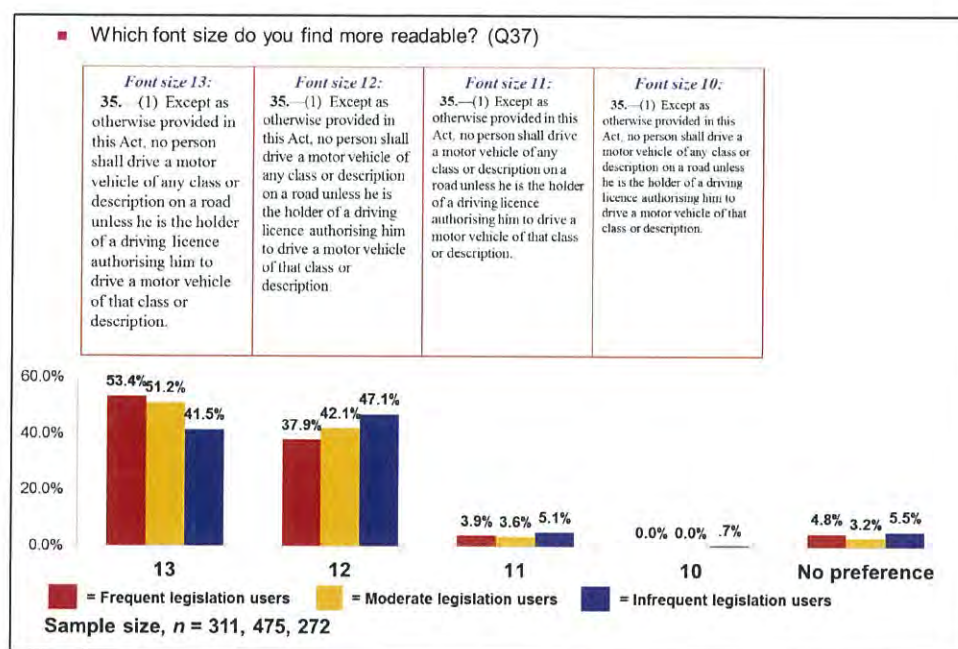


Figure 5.4

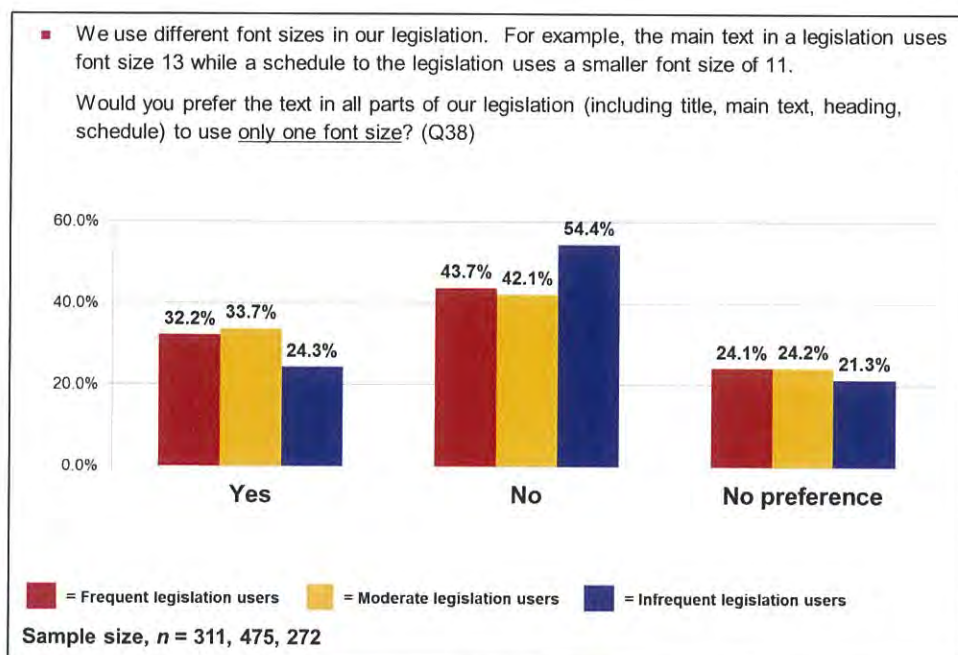


Figure 5.5

5.1.5 Line Spacing

Respondents were asked which line spacing they find more readable. They were provided with sample texts with line spacing of 12 points and 13 points for comparison.

More than 60% of the respondents in all three groups found wider line spacing (13 points) to be more readable than narrower line spacing (12 points). See Figure 5.6 for a detailed breakdown of the responses.

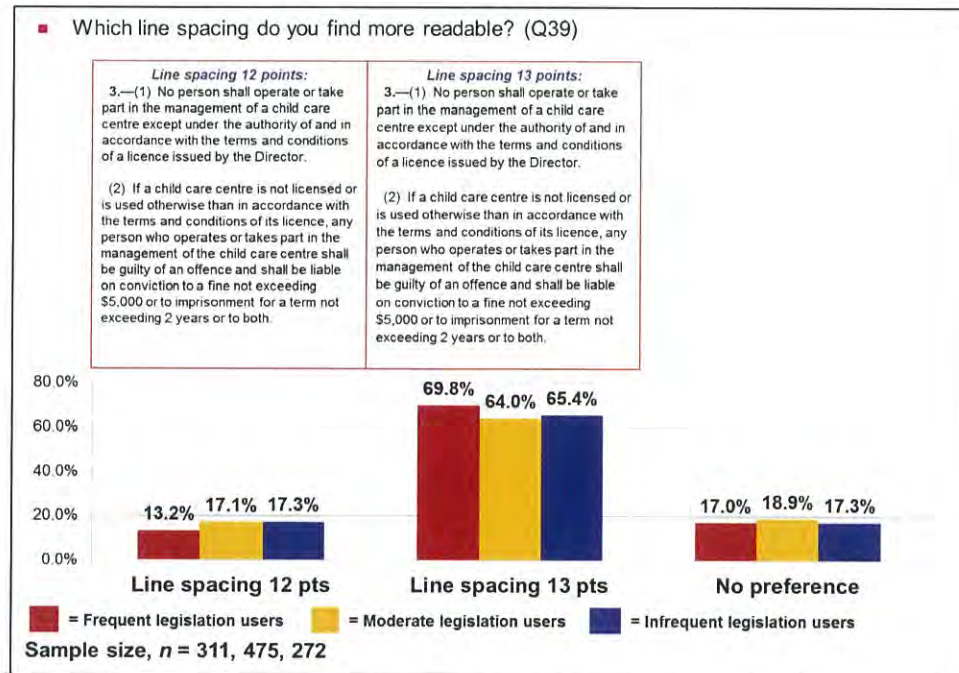


Figure 5.6

5.1.6 Paragraphs Style

Respondents were asked which paragraph style they find more readable. They were provided with sample texts with wider first line indent and narrower first line indent for comparison.

50.2% of the frequent legislation users and 41.5% of the moderate legislation users found narrower first-line indent to be more readable. However, for the infrequent legislation users, 43.0% found the wider first-line indent to be more readable. See Figure 5.7 for a detailed breakdown of the responses.

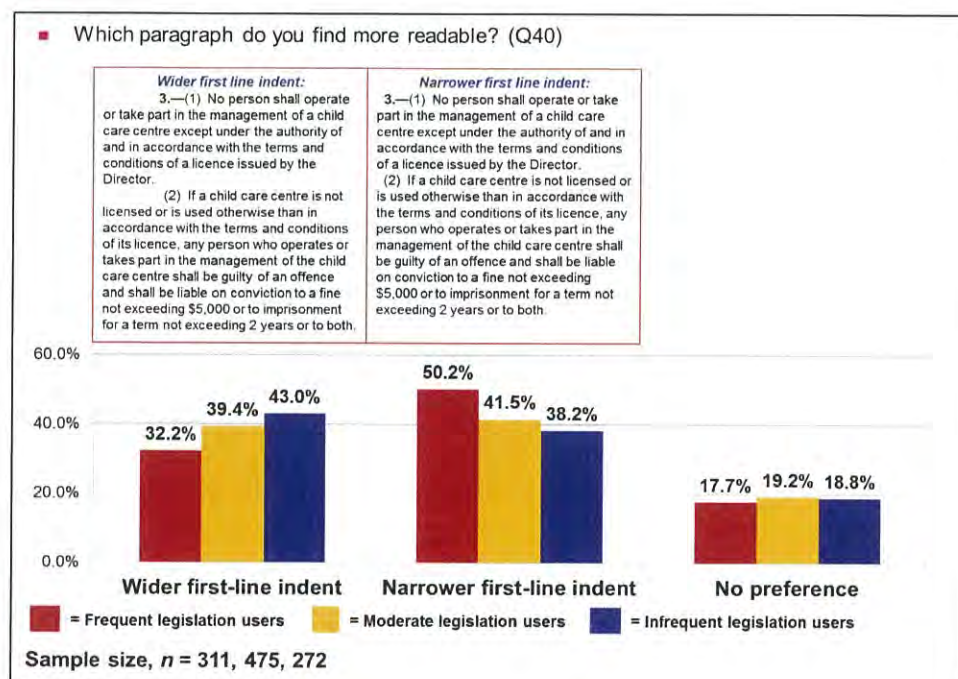


Figure 5.7

Respondents were also asked whether they find text drafted with no hanging indent or with hanging indent to be more readable. More than 60% of the respondents in all three groups found that paragraphs with hanging indent are more readable. See Figure 5.8 for a detailed breakdown of the responses.

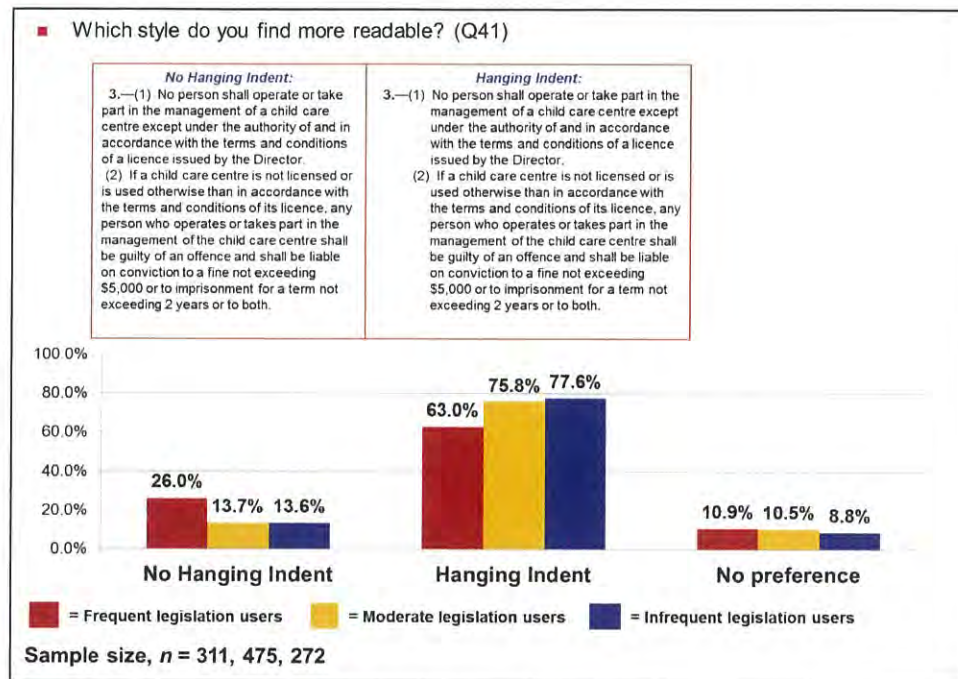


Figure 5.8

5.1.7 Space between Paragraphs

Respondents were asked the following question:

“To indicate a new section in our legislation, do you find normal spacing or wider spacing improves readability?”

Respondents were provided sample texts prepared in normal spacing and wider spacing for comparison. More than 50% of the respondents in all three groups found that using a wider spacing to indicate a new section in the legislation improves readability. See Figure 5.9 for a detailed breakdown of the responses.

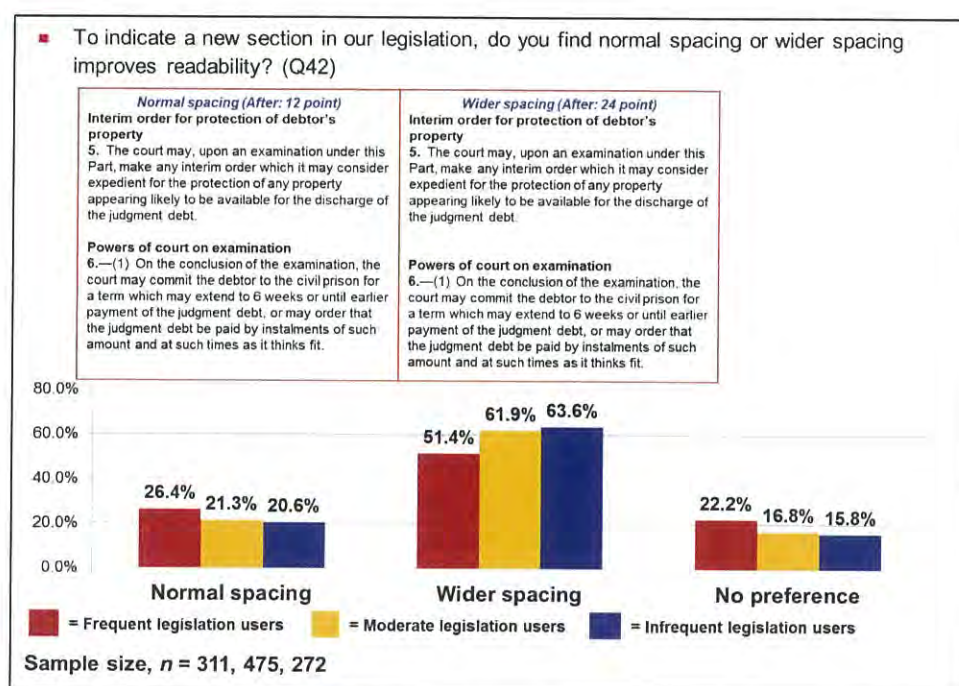


Figure 5.9

5.2 PART B: LAYOUT & DOCUMENT DESIGN

5.2.1 Position of Graphs/ Flow-charts

Respondents were asked the following question:

“In the hypothetical situation where the legislation contains graph/flow charts, which wrapping text method would you find easier to read?”

More than 80% of the respondents in all three groups found that where the legislation contains graph or flow chart, the use of top and bottom wrapping text method is easier to read. See Figure 5.10 for a detailed breakdown of the responses.

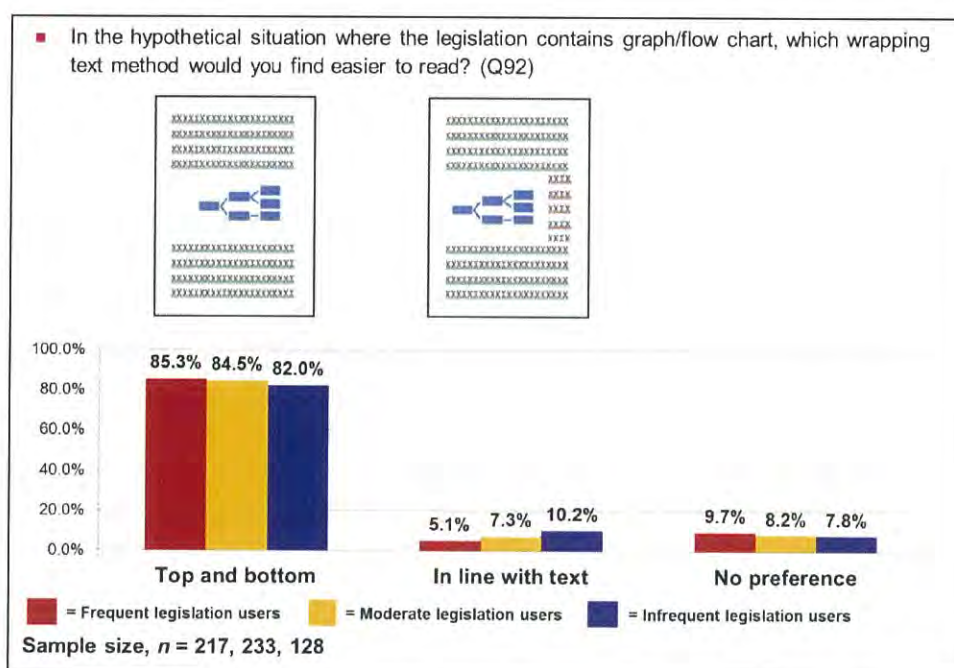


Figure 5.10

5.3 SUMMARY: LAYOUT & DOCUMENT DESIGN

Most choices in the layout and document design were preferred by more than half of the respondents in all three groups:

- Publication of Bills, Acts and Subsidiary Legislation on A4-size paper (210 x 297 mm);
- Having justified text as a style of drafting;
- Having a wider (13 points) line spacing;
- Having paragraphs with hanging indent;
- Having a wider spacing (After paragraph: 24 points) to indicate a new section in the legislation; and
- Using top and bottom wrapping text method where the legislation contains graph or flow chart.

Please see Figure 5.11 for a detailed breakdown of the responses.

Qno	Areas	Most preferred choices	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Q34	Paper size	A4 size paper (210 x 297 mm)	61.4%	76.8%	73.5%
Q35	Text alignment	Justified text	75.2%	74.3%	68.0%
Q36	Font choice	Times New Roman	41.8%	28.0%	33.8%
		Arial	39.9%	52.8%	51.1%
Q37	Font size	13	53.4%	51.2%	41.5%
		12	37.9%	42.1%	47.1%
Q38	Font size	Using only one font size for the text in all parts of the legislation	32.2%	33.7%	24.3%
		Using more than one font size for the text in all parts of the legislation	43.7%	42.1%	54.4%
Q39	Line spacing	Line spacing 13 points	69.8%	64.0%	65.4%
Q40	Paragraphs style	Wider first-line indent	32.2%	39.4%	43.0%
		Narrower first-line indent	50.2%	41.5%	38.2%
Q41	Paragraphs style	Using hanging indent	63.0%	75.8%	77.6%
Q42	Space between paragraphs	Wider spacing (After: 24 point)	51.4%	61.9%	63.6%
Q92	Position of graphs/ flow charts	Top and bottom	85.3%	84.5%	82.0%

= 50% preference and above
 = Less than 50% preference

Figure 5.11

The following Figures 5.12, 5.13, and 5.14 represent the most preferred layout and document design for each group. These figures are only representations of how the layout and document design may look like, given the preferences of the respondents in the different groups.

■ **Visual of the most preferred layout & document design for frequent legislation users**

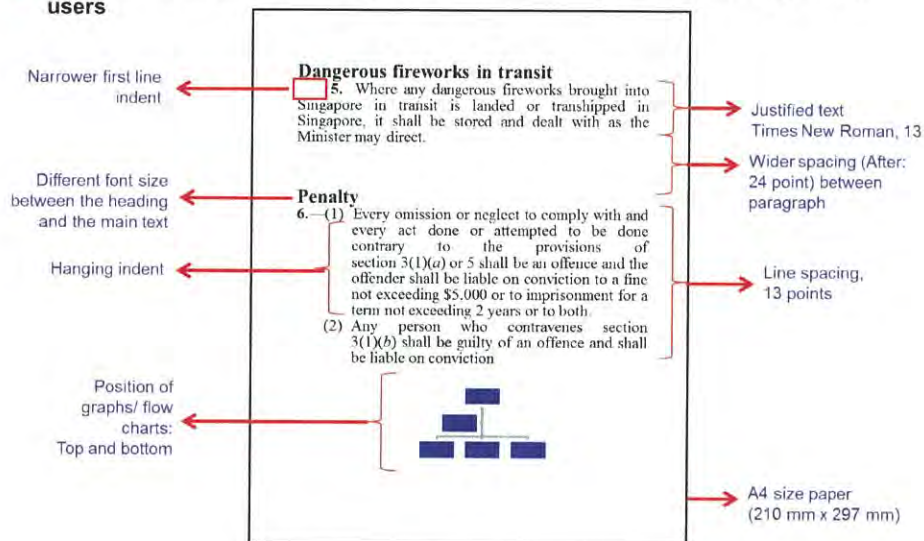


Figure 5.12

■ **Visual of the most preferred layout & document design for moderate legislation users**

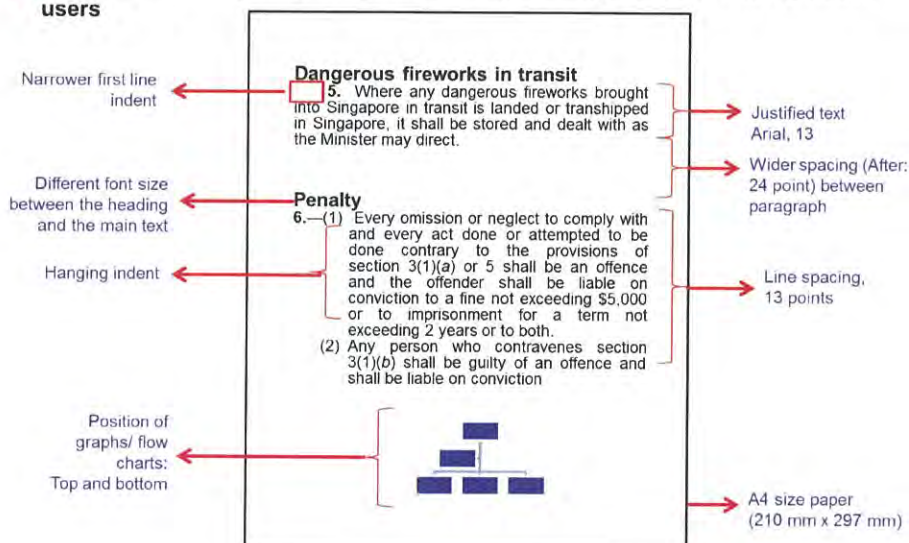


Figure 5.13

■ Visual of the most preferred layout & document design for infrequent legislation users

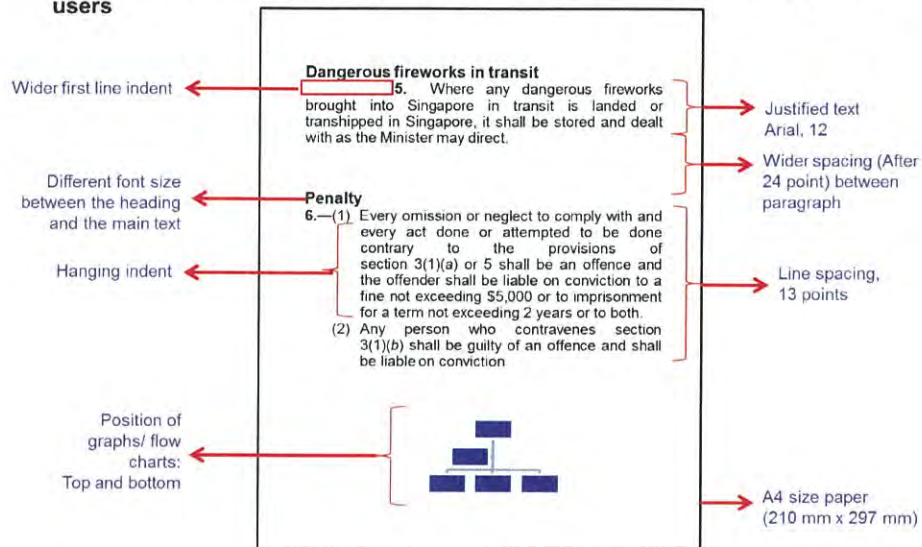


Figure 5.14

CHAPTER 6: AMENDING LEGISLATION

This chapter will present the respondents' preferences for amending language to be used in the legislation. The questions are compulsory for all respondents.

6.1 FINDINGS: AMENDING LEGISLATION

The respondents were requested to indicate their preference for the amending language that is to be used in the legislation. The following are some phrases for the amending language that were preferred by more than 40% of the respondents in all three groups:

- *Delete section 3.*
- *Delete regulation 2.*
- *In section 3, delete "prices".*
- *In section 3, replace "prices" with "fees".*
- *Replace section 3(a) with:*
"XXX".
- *In section 3, after "prices" insert "fees".*
- *Replace section 3 with "XXX".*

The alternative choices for the above phrases are shown in the following Figures 6.1, 6.2, 6.3, and 6.4.

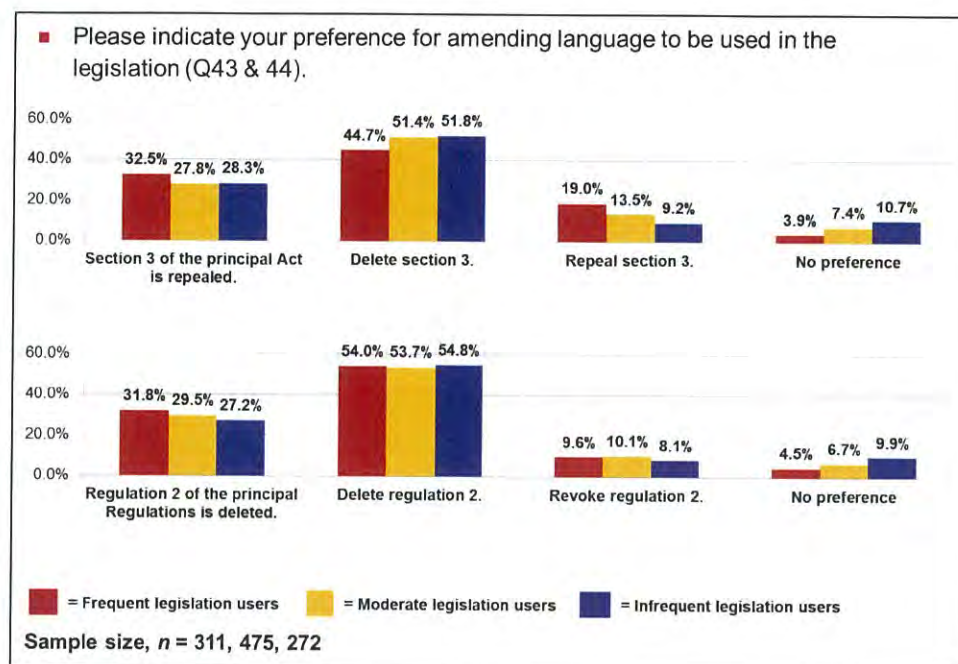


Figure 6.1

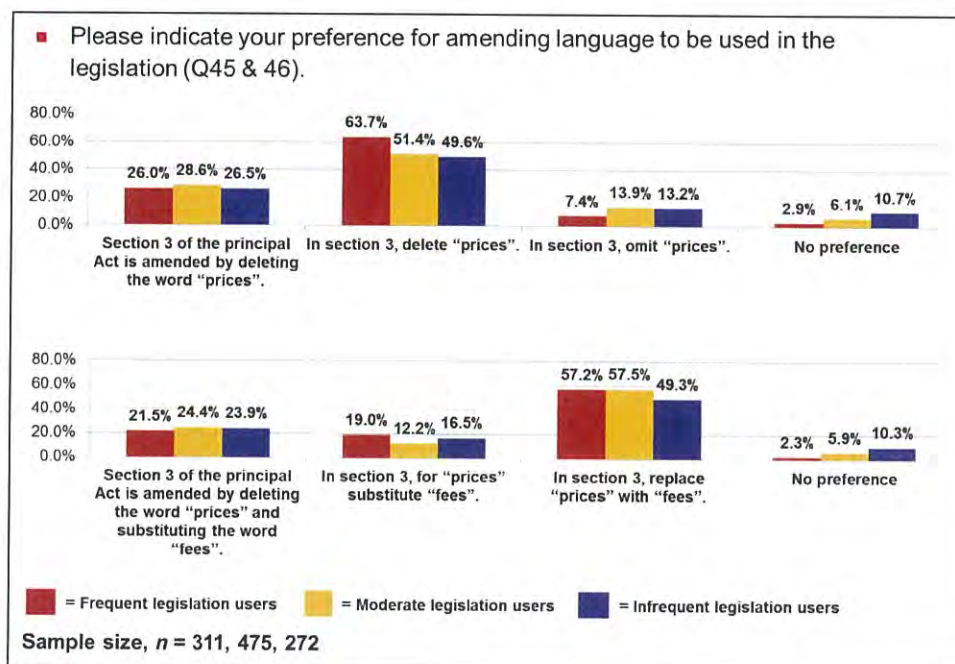


Figure 6.2

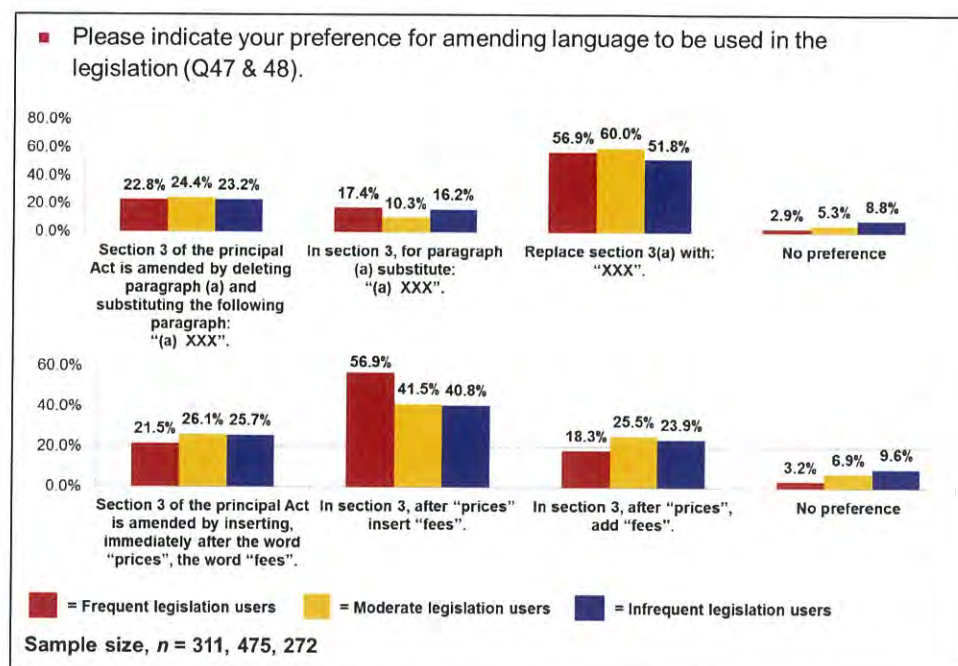


Figure 6.3

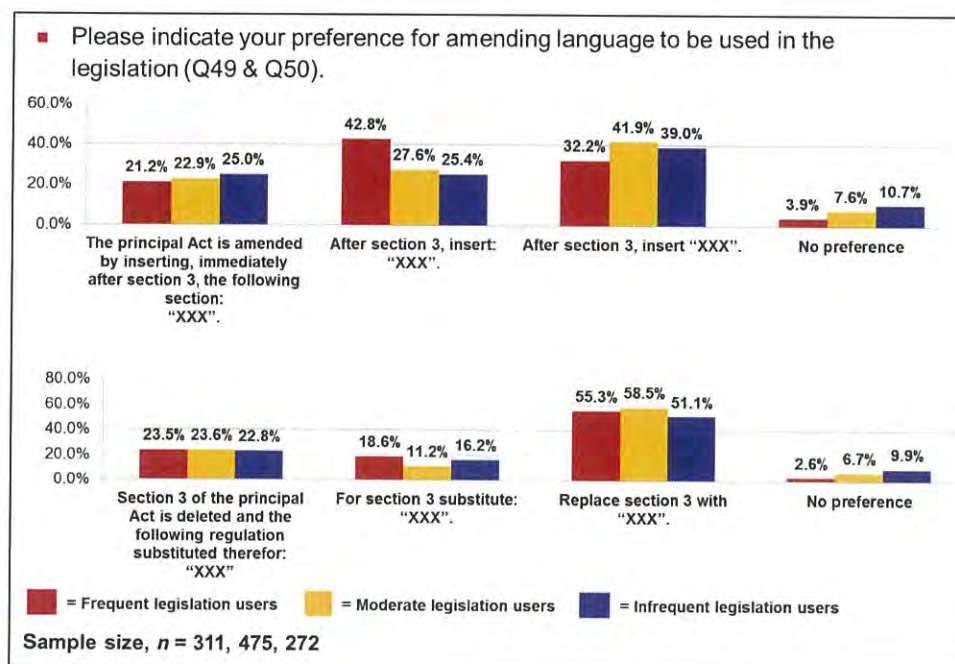


Figure 6.4

6.2 SUMMARY: AMENDING LEGISLATION

Even though most respondents in all three groups have indicated similar preferences for certain phrases for the amending language that is to be used in legislation, there was a slight difference in the preference for the insertion of a new section (see Q49). More than 40% of the frequent legislation users preferred having the insertion of the new section in a new line, whereas approximately 40% of the moderate and the infrequent legislation users groups preferred having the insertion of the new section in line with the amending instruction.

Please see Figure 6.5 for the summary of responses of this chapter.

Qno	Most preferred choices	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Q43	Delete section 3.	44.7%	51.4%	51.8%
Q44	Delete regulation 2.	54.0%	53.7%	54.8%
Q45	In section 3, delete "prices".	63.7%	51.4%	49.6%
Q46	In section 3, replace "prices" with "fees".	57.2%	57.5%	49.3%
Q47	Replace section 3(a) with: "XXX".	56.9%	60.0%	51.8%
Q48	In section 3, after "prices" insert "fees".	56.9%	41.5%	40.8%
Q49	After section 3, insert: "XXX".	42.8%	27.6%	25.4%
	After section 3, insert "XXX".	32.2%	41.9%	39.0%
Q50	Replace section 3 with "XXX".	55.3%	58.5%	51.1%

 = 50% preference and above
  = Less than 50% preference

Figure 6.5

CHAPTER 7: ONLINE LEGISLATION DATABASE

This chapter will present the respondents' preference for the online legislation database. All questions are compulsory and responded by all respondents.

7.1 FINDINGS: ONLINE LEGISLATION DATABASE

7.1.1 Devices

Respondents were asked to indicate which device(s) they use to access the online legislation database. They had to choose between desktop or notebook, tablet, smartphone and others.

The survey result shows that more than 85% of the respondents in all three groups use desktop or notebook. See Figure 7.1 for a detailed breakdown of the responses.

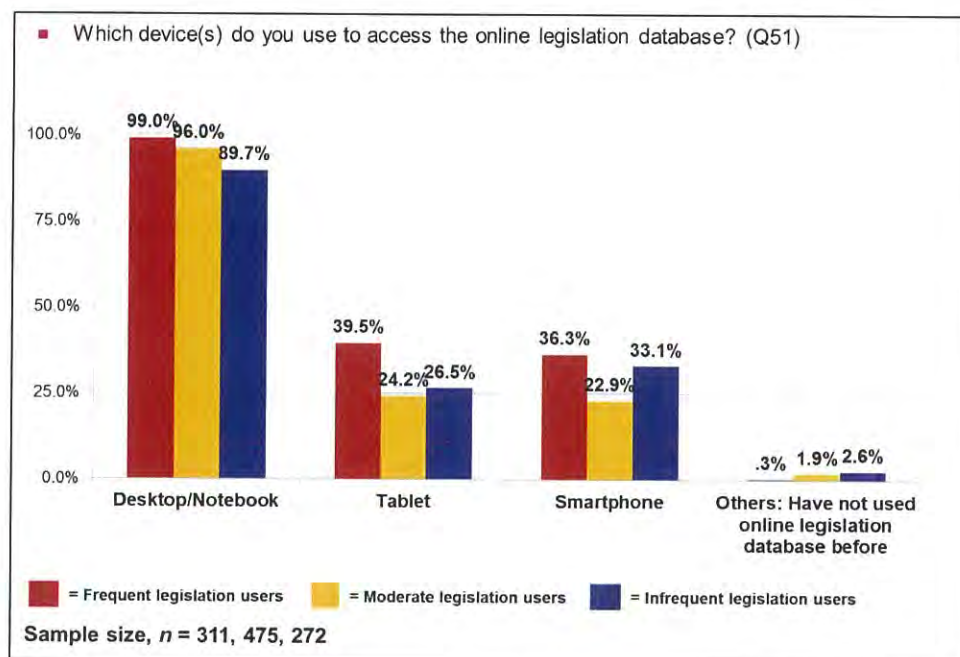


Figure 7.1

Respondents were also asked to indicate the device they prefer the most to access our online legislation database. They had to choose between desktop or notebook, tablet, smartphone and others electronic devices. More than 75% of the respondents in all three groups prefer to use the desktop/notebook. See Figure 7.2 for a detailed breakdown of the responses.

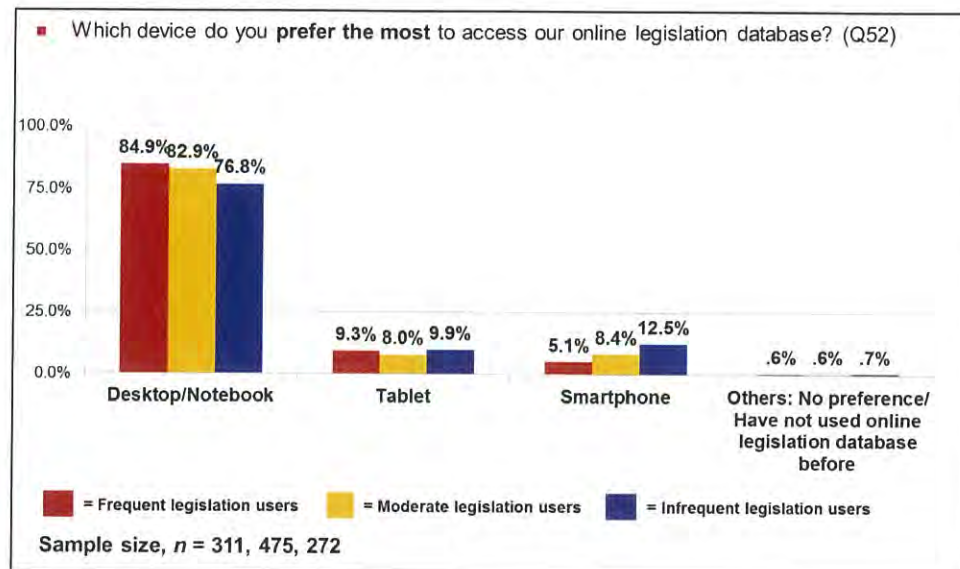


Figure 7.2

7.1.2 “Sticky” Features

Respondents were asked the following question:

“For our online version of the legislation database, the title and chapter number of the Act are available only at the top of the web page. The title and chapter number move off view when you scroll down the web page. Would you prefer the title and chapter number of the Act be “sticky” and remains in view when you scroll down the web page?”

The survey result shows that more than 60% of the respondents in all three groups preferred the title and chapter number of the Act to be “sticky” and remain in view when scrolling the web page. See Figure 7.3 for a detailed breakdown of the responses.

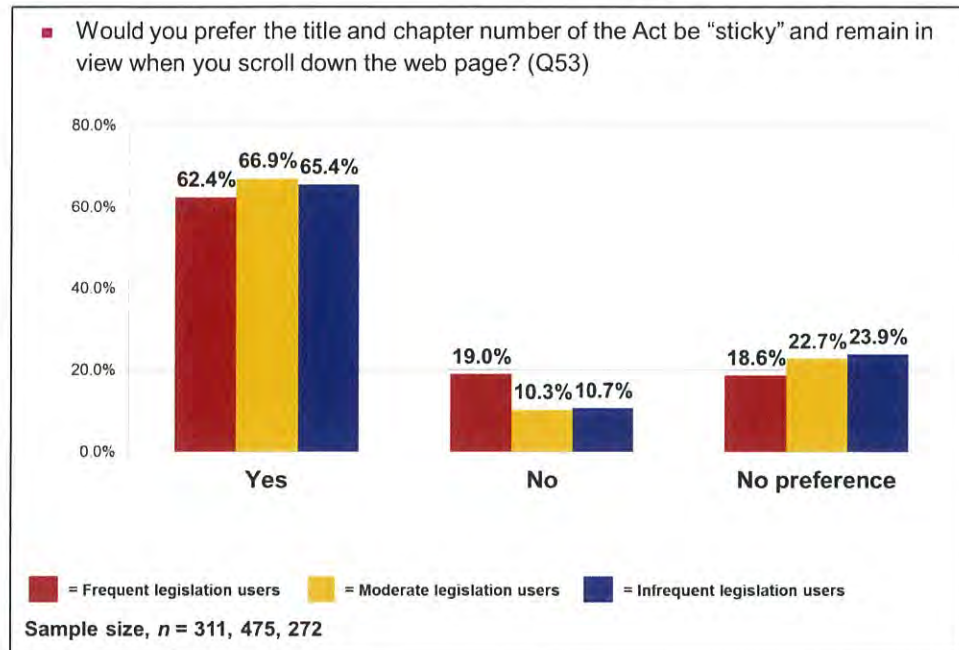


Figure 7.3

Respondents were also asked the following question:

“Is it important that when you view an Act, there is an indicator at the top of the web page showing the Part and section number you are viewing?”

More than 80% of the respondents in all three groups felt that it is important when viewing an Act for there to be an indicator at the top of the web page showing the Part and section number. See Figure 7.4 for a detailed breakdown of the responses.

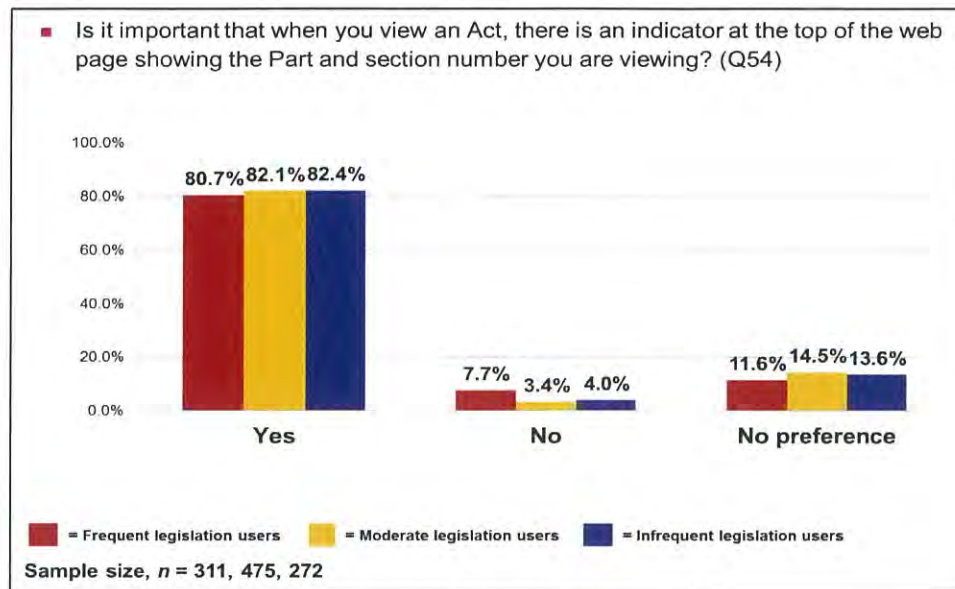


Figure 7.4

7.1.3 Arrangement of Online Legislation

Respondents were asked whether they preferred their online Acts and Subsidiary Legislation to be displayed alphabetically or chronologically.

The survey result shows that more than 70% of the respondents in all three groups preferred having the Acts and Subsidiary Legislation to be displayed alphabetically. See Figure 7.5 for a detailed breakdown of the responses.

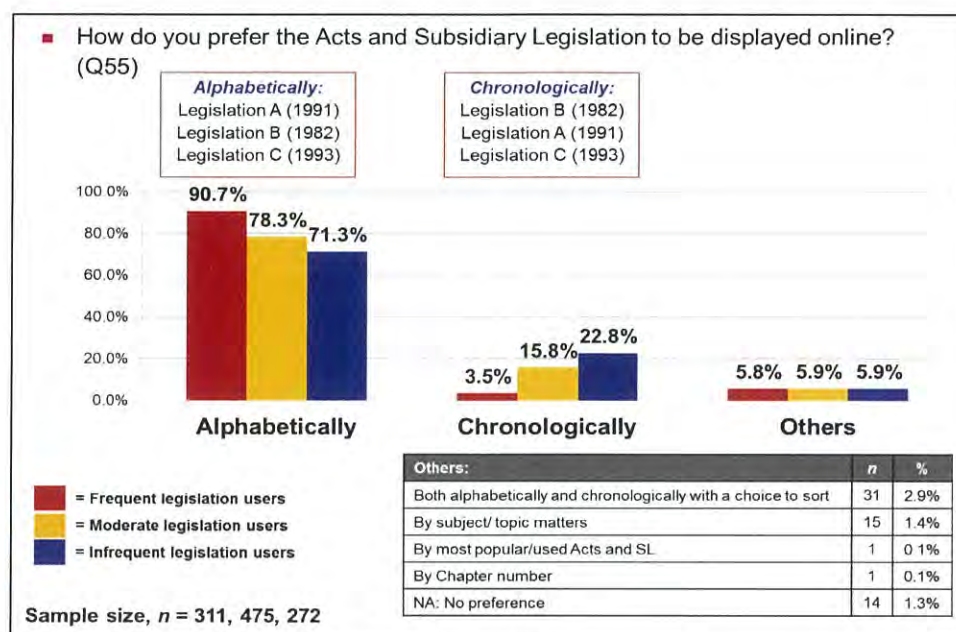


Figure 7.5

7.1.4 Chapter Number for Acts

Respondents were asked the following question:

“How often do you search online legislation using a Chapter number of an Act, every time you use the online legislation?”

While considerable number of frequent legislation users (39.5%) occasionally uses the chapter number to search for the Act, most moderate and infrequent legislation users have never used it. See Figure 7.6. The survey result also shows that the chapter number of an Act was not frequently used by more than 35% of the respondents in all three groups.

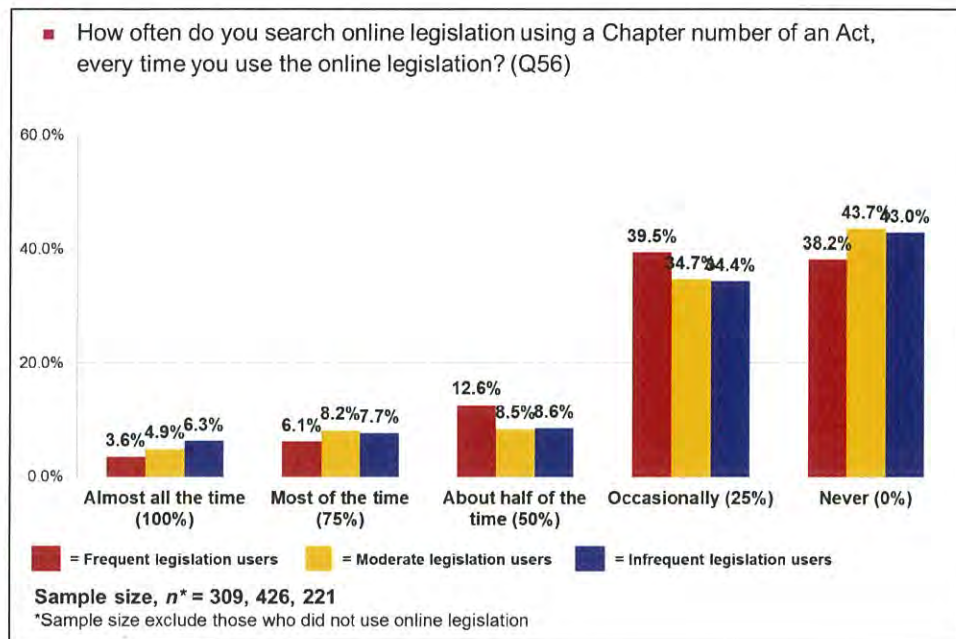


Figure 7.6

7.1.5 Method to Locate an Online Legislation

Respondents were asked which method they prefer to use to locate an online legislation. They were given a choice of using the search engine, browsing the alphabetical listing to locate the short title and browsing the chapter number.

The survey result shows that more than three quarters of the frequent legislation users (77.5%) preferred browsing the alphabetical listing to locate the short title in the online legislation database. However, the survey result also shows that 55.2% of the moderate legislation users and 68.8% of the infrequent legislation users preferred using the search engine instead. See Figure 7.7 for a detailed breakdown of the responses.

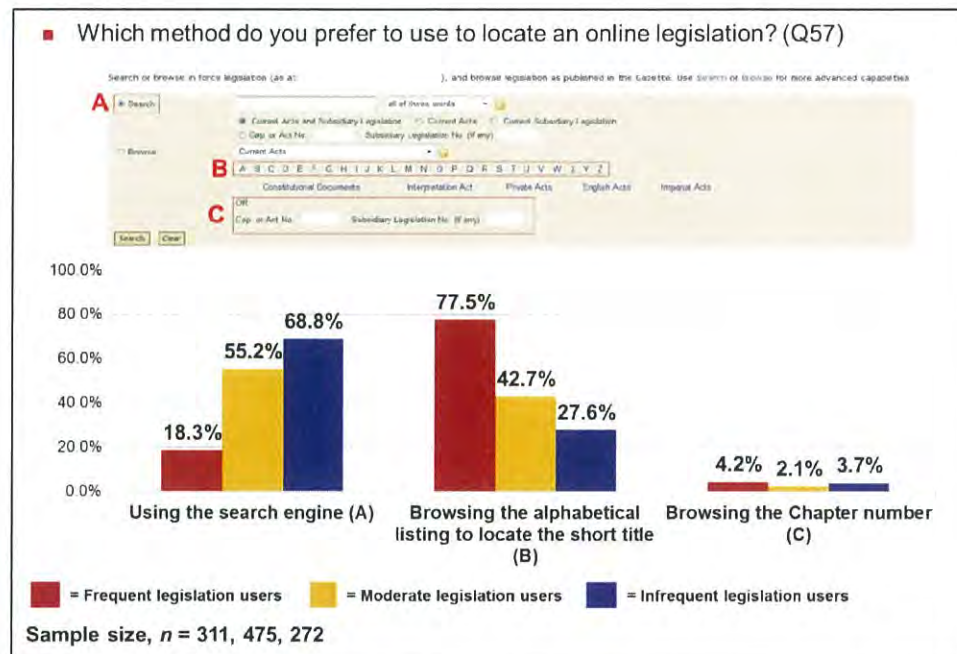


Figure 7.7

7.1.6 Defined Words in Online Legislation

Respondents were asked the following question:

“How do you like the defined words in online legislation to be highlighted?”

Respondents were then given choices of defined words with no highlighting, defined words highlighted in different colour, defined words in bold font and defined words in italic font.

The survey result shows that more than 40% of the respondents in all three groups would like to have the defined words in online legislation database to be highlighted in bold. The survey result also shows that approximately one third of the respondents would like to have the defined words to be highlighted in a different colour. See Figure 7.8 for a detailed breakdown of the responses.

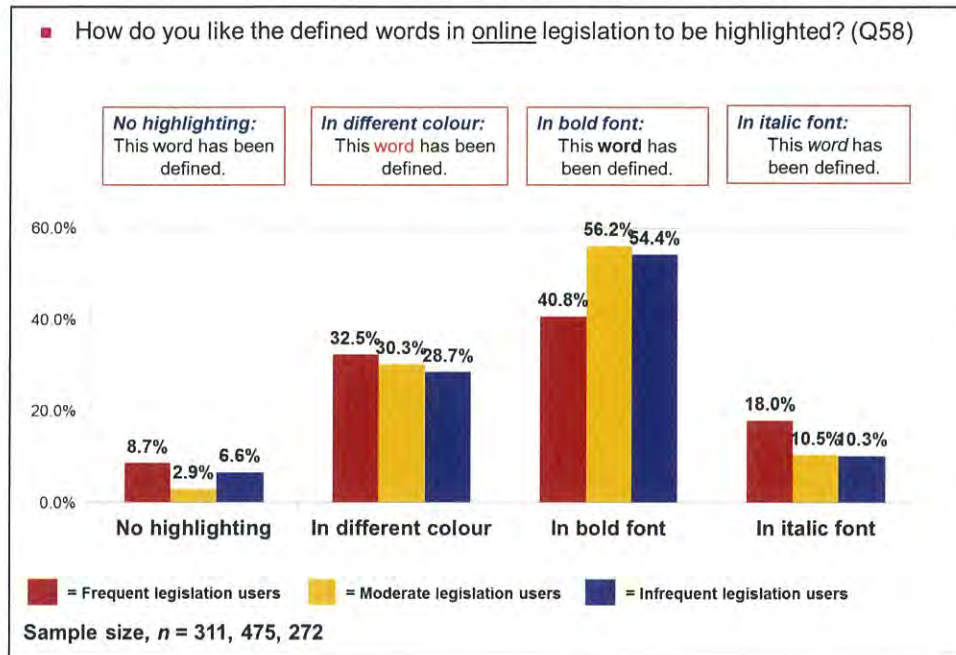


Figure 7.8

7.1.7 Hyperlinks

Respondents were asked the following question:

“How do you prefer defined words with hyperlinks to appear when viewing an online Act or Subsidiary Legislation?”

The survey result shows that more than 80% of the respondents in all three groups preferred the defined words with hyperlinks to appear differently when viewing the online legislation database. The survey result also shows that there are considerable number of respondents (more than 40%) in each group preferred having defined words with hyperlinks either in highlighted font or in different colour. See Figure 7.9 for a detailed breakdown of the responses.

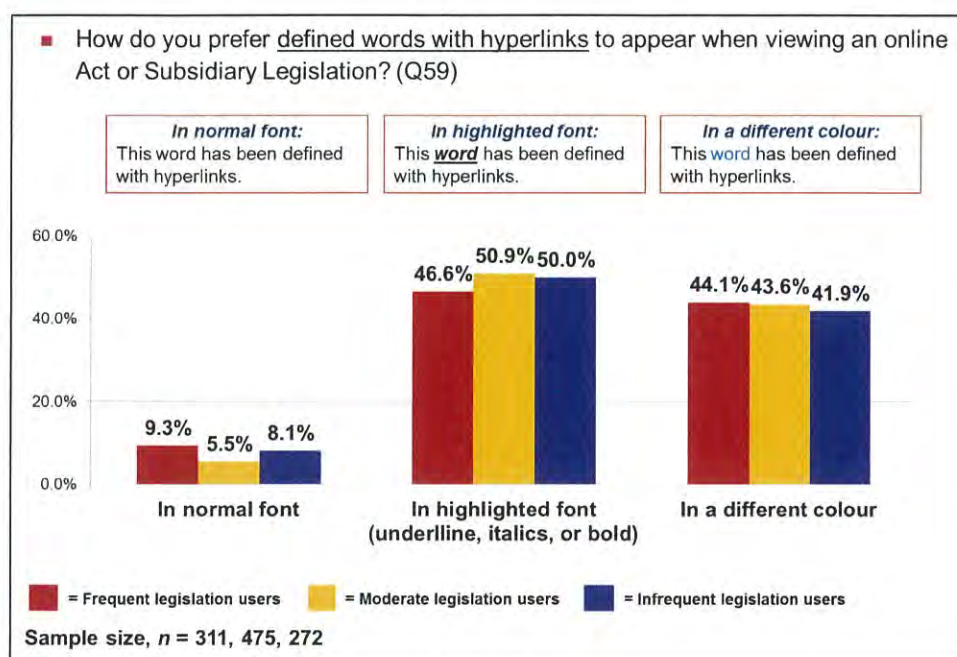


Figure 7.9

7.1.8 Cross-reference & Hyperlinks

Respondents were asked the following question questions:

“How useful would it be when viewing an online Act or a Subsidiary Legislation —

- a) to have a hyperlink to cross-reference provisions within the Act or Subsidiary Legislation itself?*
- b) to have a hyperlink to cross-reference to another Act or Subsidiary Legislation?”*

Generally, the survey result shows that more than 70% of the respondents in all three groups felt that both types of cross referencing would be useful when navigating within or to another Act or Subsidiary Legislation. See Figure 7.10 for a detailed breakdown of the responses.

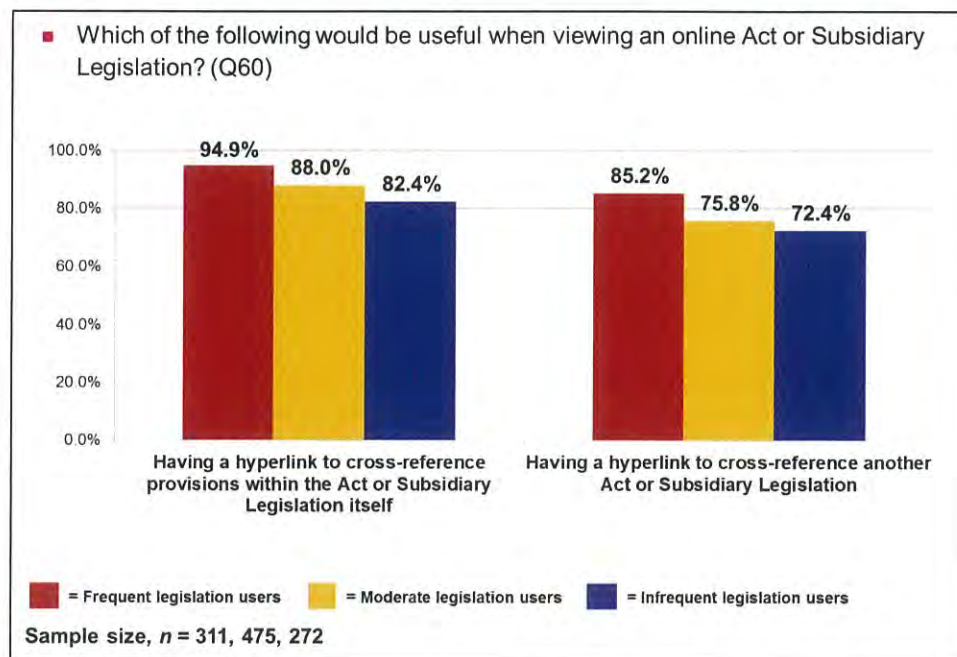


Figure 7.10

Respondents were also asked:

“How useful would it be when hyperlinking another Act or subsidiary legislation —

- a) to hyperlink to the Act or Subsidiary Legislation in its entirety?*
- b) to hyperlink to the principal provision e.g. the section or regulation?*
- c) to hyperlink to the specific provision e.g. the paragraph or subsection of the section?”*

The survey result shows that more than 55% of respondents in all three groups felt that navigating to a specific provision would be useful when navigating to another Act or Subsidiary Legislation. See Figure 7.11.

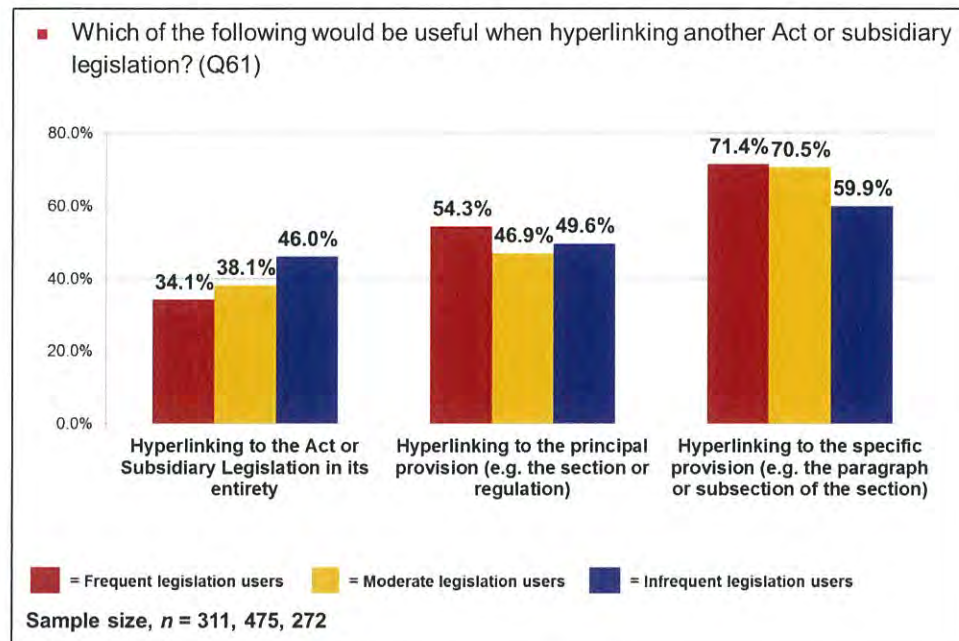


Figure 7.11

7.1.9 Chronological Timeline

Respondents were informed in the survey that – in the online version of the legislation database, a chronological timeline showing the legislative history of the relevant legislation is provided at the top of the web page. Respondents were asked,

“How important is it for the chronological timeline to be always available at the top of the page?”

Approximately 40% of the respondents in all three groups felt that it is important for the chronological timeline to be available at the top of the page. See Figure 7.12 for a detailed breakdown of the responses.

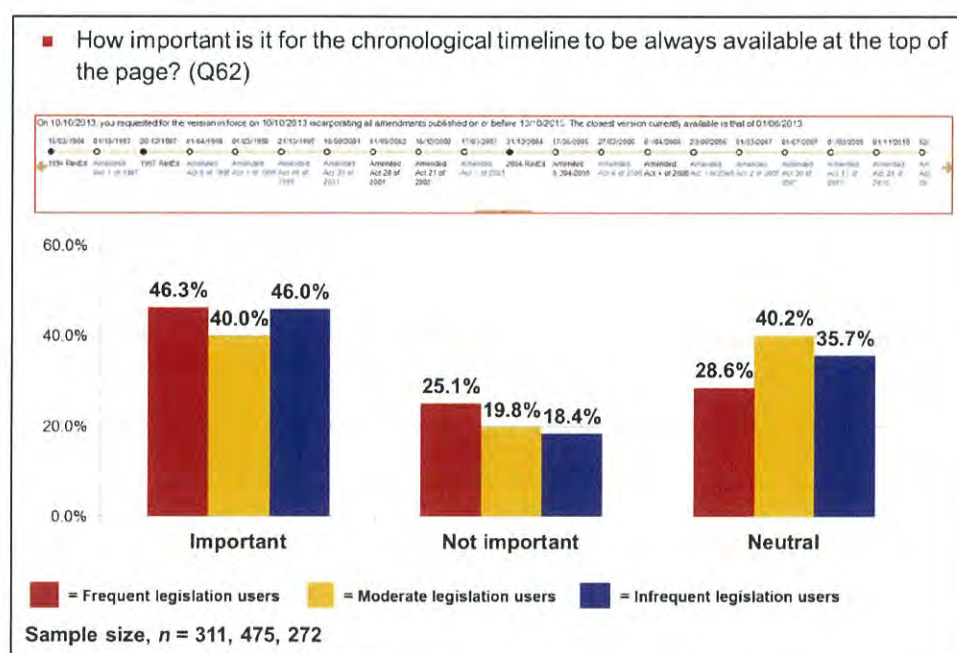


Figure 7.12

Where the chronological timeline extends beyond the length of the webpage, most respondents – 51.4% of frequent legislation users, 39.2% of moderate legislation users, and 44.5% of infrequent legislation users, preferred navigating it by a horizontal scroll bar. See Figure 7.13 for a detailed breakdown of the responses.

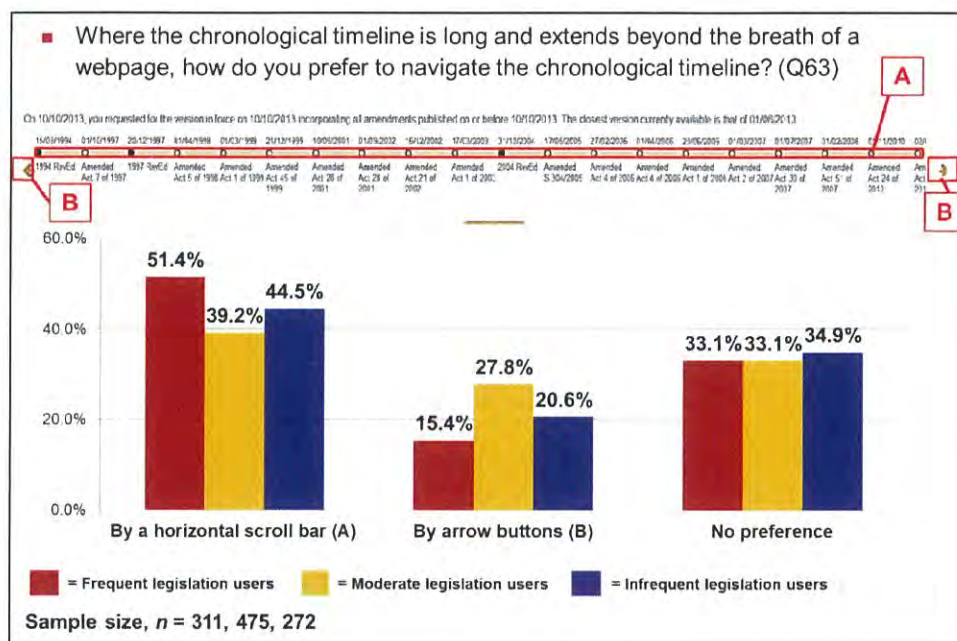


Figure 7.13

Respondents were asked how they prefer the chronological timeline to be displayed. They were given a choice of later versions displayed on the left, earlier versions displayed on the left and no preference. Figure 7.14 shows that most of the respondents – 68.8% of frequent legislation users, 48.0% of moderate legislation users, and 50.0% of infrequent legislation users preferred the earlier versions to be displayed on the left in the chronological timeline.

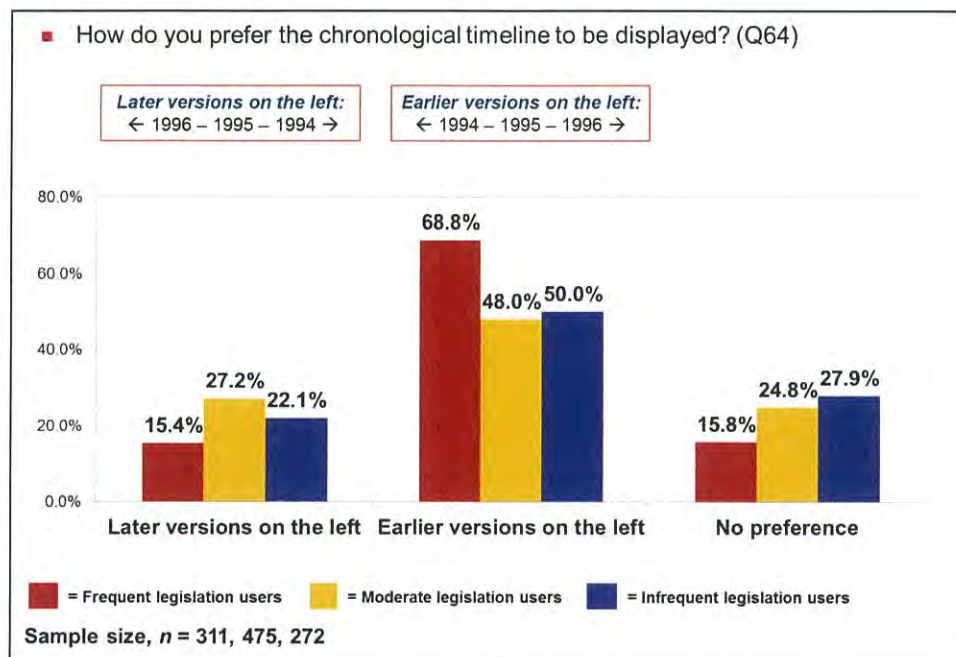


Figure 7.14

7.1.10 Display of Online Legislation

Respondents were asked whether they prefer the online legislation to be displayed in its entirety and not by parts, when the legislation is first displayed.

The survey result shows that more than 35% of the respondents in all three groups preferred having the online legislation database to be displayed in its entirety when the legislation is first displayed. See Figure 7.15 for a detailed breakdown of the responses.

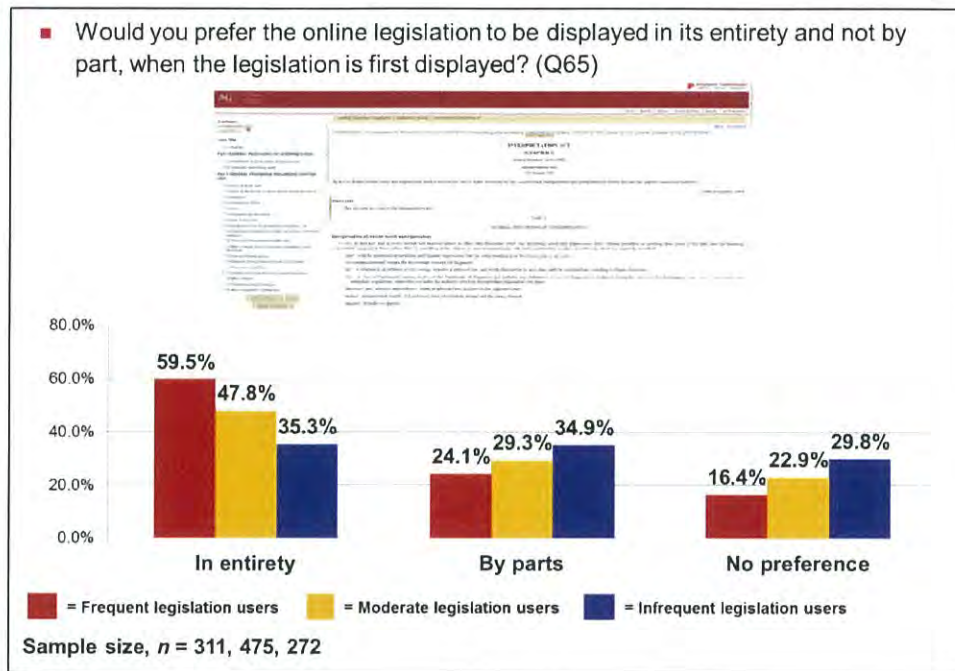


Figure 7.15

The respondents were informed that the display of online legislation in its entirety may affect the performance of the online legislation database. They were asked for their preference on how the online legislation is to be displayed. They were given a choice of display in parts but with faster performance, display in its entirety but with slower performance and no preference.

The majority (more than 60% of the respondents preferred the online legislation to be displayed in parts, as it may affect the performance of the online legislation database. See Figure 7.16 for a detailed breakdown of the responses.

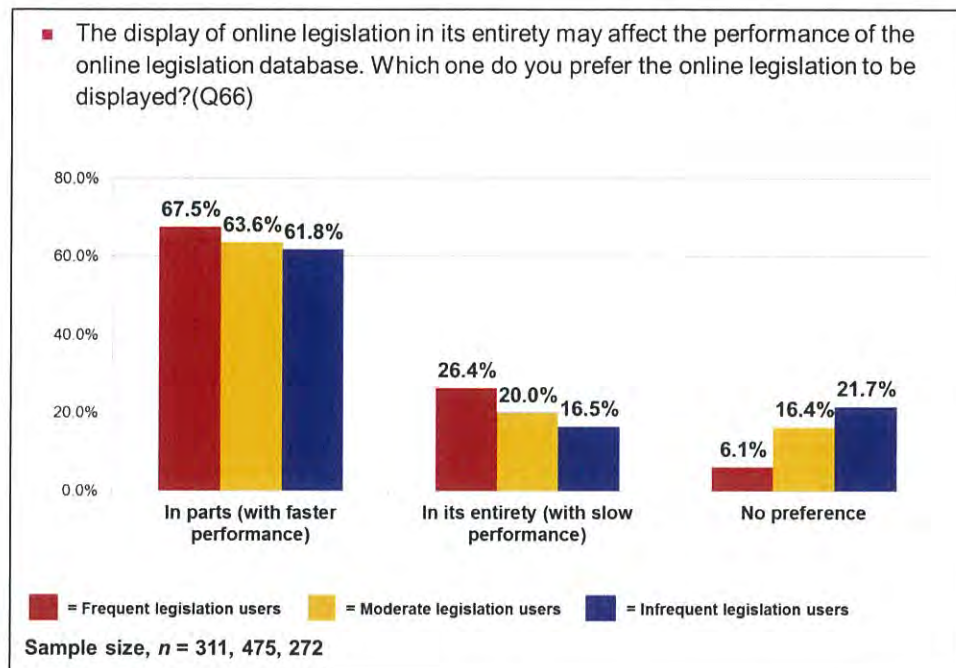


Figure 7.16

7.1.11 Print Version

Respondents were asked whether they need to print the Figure of Content every time they print the online legislation. More than 45% of the respondents in all three groups did not need the table of contents to be printed with the legislation. See Figure 7.17 for a detailed breakdown of the responses.

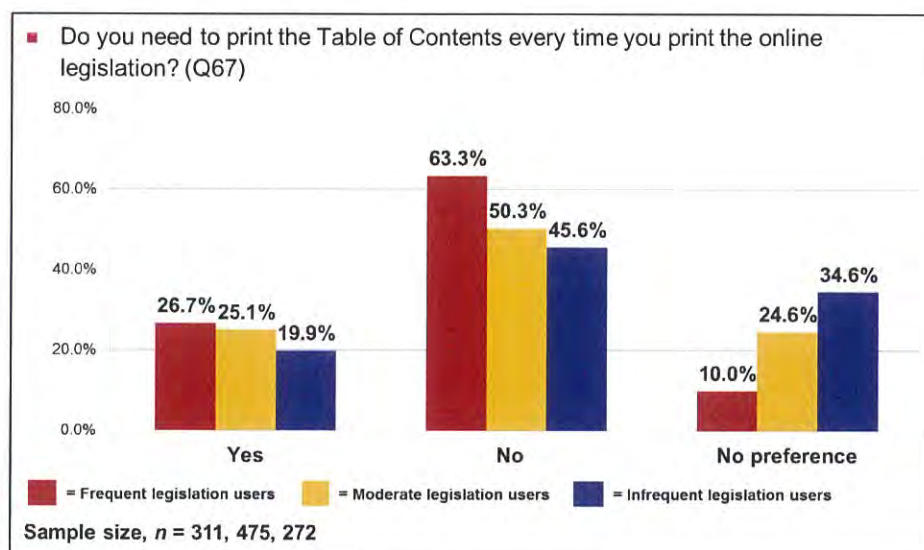


Figure 7.17

The survey result also shows that more than 50% of the respondents in all three groups would like to select and print the following options whenever they print the online legislation: selected part, selected provision, selected schedule, selected division/ subdivision, and table of contents. See Figure 7.18 for a detailed breakdown of the responses.

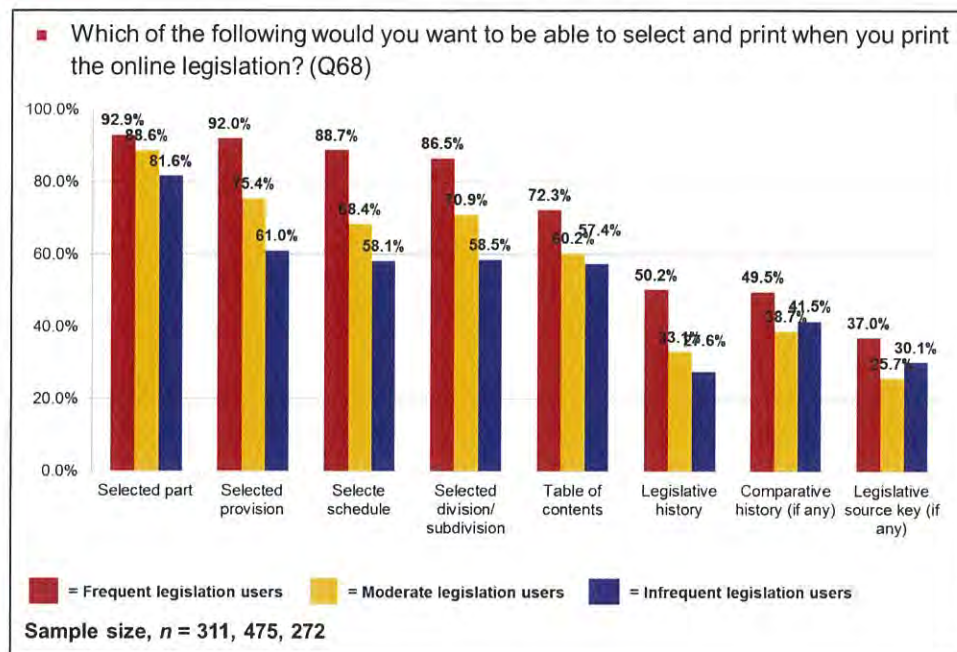


Figure 7.18

7.2 SUMMARY: ONLINE LEGISLATION DATABASE

Some choices with regards to the online legislation database were mostly preferred by more than 50% of the respondents regardless of the groups they were from:

- Using desktop/ notebook as the most preferred device;
- Having title and chapter number of the Act to be “sticky” and remain in view;
- Having indicator at the top of the webpage showing the Part and section number that is being viewed;
- Arranging Acts/ Subsidiary Legislation in alphabetical order;
- Having a hyperlink to cross-reference provisions within the Act or Subsidiary Legislation itself;
- Having a hyperlink to cross-reference provisions to another Act or Subsidiary Legislation;
- Navigating to specific provision when navigating to another Act or Subsidiary Legislation;
- Display the legislation in parts, but with faster performance
- Not printing the Table of Contents when printing the online legislation; and
- Being able to select and print the following options whenever they print the legislation: selected part, selected provision, selected schedule, selected division/ subdivision, and table of contents

Figure 7.19 shows the percentage of most preferred responses from each group.

Qno	Areas	Most preferred choices	Frequent Legislation Users	Moderate Legislation Users	Infrequent Legislation Users
Q52	Device preferred to use the most	Desktop/ Notebook	84.9%	82.9%	76.8%
Q53	"Sticky"	Title and chapter number of the Act be "sticky" and remain in view	62.4%	66.9%	65.4%
Q54	"Sticky"	Having indicator at the top of the web page showing the Part and section number that is being viewed	80.7%	82.1%	82.4%
Q55	Arrangement of Acts/ Subsidiary Legislation	Alphabetically	90.7%	78.3%	71.3%
Q57	Method to locate a legislation	Using the search engine	18.3%	55.2%	68.8%
		Browsing the alphabetical listing to locate the short title	77.5%	42.7%	27.6%
Q58	Defined words in online legislation	In bold font	40.8%	56.2%	54.4%
		In different colour	32.5%	30.3%	28.7%
Q59	Defined words with hyperlinks	In highlighted font	46.6%	50.9%	50.0%
		In s different colour	44.1%	43.6%	41.9%
Q60	Cross reference & hyperlinks	Having a hyperlink to cross-reference provisions within the Act or subsidiary legislation itself	94.9%	88.0%	82.4%
		Having a hyperlink to cross-reference another Act or subsidiary legislation	85.2%	75.8%	72.4%
Q61	Cross reference & hyperlinks	Hyperlinking to the specific provision when hyperlinking another Act or subsidiary legislation	71.4%	70.5%	59.9%
		Hyperlinking to the principal provision	54.3%	46.9%	49.6%
Q62	Chronological timeline	Important to have chronological timeline to be always available at the top of the page	46.3%	40.0%	46.0%
		Not important to have chronological timeline to be always available at the top of the page	25.1%	19.8%	18.4%
Q63	Chronological timeline	By a horizontal scroll bar	51.4%	39.2%	44.5%
		By arrow buttons	15.4%	27.8%	20.6%
Q64	Chronological timeline	Earlier versions on the left	68.8%	48.0%	50.0%
Q65	Display of legislation	In entirety	59.5%	47.8%	35.3%
		By parts	24.1%	29.3%	34.9%
Q66	Display of legislation	In parts (with faster performance)	67.5%	63.6%	61.8%
Q67	Print version	No need to print the Table of Contents when printing the online legislation	63.3%	50.3%	45.6%
Q68	Most desired to be able to select and print when printing the online legislation	Selected part	92.9%	88.6%	81.6%
		Selected provision	92.0%	75.4%	61.0%
		Selected schedule	88.7%	68.4%	58.1%
		Selected division/ subdivision	86.5%	70.9%	58.5%
		Table of contents	72.3%	60.2%	57.4%
		Legislative history	50.2%	33.1%	27.6%

 = 50% preference and above

 = Less than 50% preference

Figure 7.19

7.3 FEEDBACK FOR ONLINE LEGISLATION DATABASE

7.3.1 Verbatim Feedback for Online Legislation Website from Frequent Legislation Users

The verbatim feedback from respondents who are frequent legislation users on areas where the online legislation database can be improved on are shown in Figures 7.20 – 7.24.

- Other than data accuracy, what other areas in our online legislation website can we improve on? (Q69)

□ Breakdown by each stakeholder group (Frequent legislation users)

Profiles			Suggestion (Verbatim)
Stakeholder	Age group	Highest educational qualification	
Judiciary	20 - 29 years old	University Degree	It would be extremely helpful if repealed acts, past bills and amending statutes were available.
	20 - 29 years old	University Degree	Have a section at the top where you can easily customise how you want to see your legislation e.g. what font, font size, turn on or off the highlighting, etc.
	30 - 39 years old	University Degree	When the search function is used to look up a statute
	30 - 39 years old	University Degree	Speed of website.
	30 - 39 years old	University Degree	Easy to find the registration
	40 - 49 years old	University Degree	When conducting a search, the most relevant Act should be the first search item found.
	40 - 49 years old	Post-graduate	Be concise. Our legislation is now too verbose. BTW, when amending any legislation, it would help to retain earlier section numbers. It is a pity that the CPC 2012 has been renumbered. Thanks much for the sterling contributions.
	40 - 49 years old	Post-graduate	Make it easy to search previous editions of Acts. Make it easier to print parts of Act
	40 - 49 years old	Post-graduate	The applicable legislation at the material date
	50 - 59 years old	University Degree	Speed of retrieval of information and hyperlinking between related provisions
	50 - 59 years old	Post-graduate	I think that you have a very good web-site as it is. For some reason that I cannot understand, I do find that the current display seems a bit more difficult to use than the previous. This could be because I have not yet become comfortable with the current web-site.
	50 - 59 years old	Post-graduate	To ensure that there is a backup should system crash
	60 years old & above	Post-graduate	The time taken to access the required legislation or provision should be as short as possible.
Parliamentarian	40 - 49 years old	Post-graduate	Have direct web link to subsidiary legislation and links to Hansards on legislation history page
	40 - 49 years old	Post-graduate	It must be easy and intuitive to use from the layman's perspective.
	50 - 59 years old	Post-graduate	Improve ease in location of legislation and subsidiary legislation. Indicate which legislation/subsidiary legislation are related via cross-reference, hyperlink, etc. and which cases have used such legislation/subsidiary legislation.
	50 - 59 years old	Post-graduate	Search results for legislation are often disorganised. It would be very helpful to have a 'Sort by relevance', 'Sort by year (of legislation)' and 'Sort by Title (of legislation)' option so that one can find the desired legislation more easily among all the search results.
Legal Professional	20 - 29 years old	University Degree	Link to older versions of Acts in the legislative history section. Link to all government gazettes in the legislative history section.
	20 - 29 years old	University Degree	Alignment when we cut and paste. All the sub-section numbering is aligned to the right and there is no indentation (as compared to Lawnet versions).
	20 - 29 years old	University Degree	Another language version of particular statutes should be available if there is a need for it (even if it were to be emphasised that English is the official version for any ambiguity).
	20 - 29 years old	University Degree	The color and layout, probably white color background makes the page reading more pleasant
	20 - 29 years old	University Degree	Tagging maybe useful, also a frame/box to show the provision last looked at/visit, with a hyperlink for quick reference; also, collapsible from the main statute are the subsidiary legislation
	20 - 29 years old	University Degree	It would be useful if we could print just the title of the Act and the relevant sections, without the contents page
	20 - 29 years old	University Degree	CHM version.

Figure 7.20

- Other than data accuracy, what other areas in our online legislation website can we improve on? (Q69)

□ Breakdown by each stakeholder group (Frequent legislation users)

Profiles			Suggestion (Verbatim)
Stakeholder	Age group	Highest educational qualification	
Legal Professional	20 - 29 years old	University Degree	Would like (if possible) to have even older versions of statutes available online - I understand this is difficult but would really make my job easier!
	20 - 29 years old	University Degree	Make it less legalistic. Meant to be easily understandable and not an alien language to the public. Do not stick to tradition for the sake of sticking to traditions. Make it clearer and more modern in the language used.
	20 - 29 years old	University Degree	Mobile accessibility via mobile version website (no frames), or through a standalone application. Ability to retain formatting when copy/pasting text provisions - currently the paragraph indentations are messed up during the copy/paste process. Annotations/cross-references to: (a) relevant amendment acts; (b) Hansard reports of the amendments or numbers/dates of the relevant parliamentary sessions; (c) consultation papers and policy papers relating to the introduction or implementation of the act or amendment act. Annotations on whether subsidiary regulations have been made pursuant to specific provisions in the main act and if so, cross-references to the relevant subsidiary regulations. I.e. where the main act contains provisions such as 'The Authority may, by regulations, exclude...' or 'The Authority may make regulations for...'. Nested references should start from the top, i.e. 'Third Schedule, Part I, Paragraph 2, Item 6' instead of 'Item 6 of Paragraph 2 of Part I of the Third Schedule'.
	20 - 29 years old	University Degree	Accessibility on smartphones. An Android app would be great.
	20 - 29 years old	University Degree	Faster loading times. Providing all versions of the legislation (including colonial legislation). Providing a more robust search engine. Allow the user to bookmark statutes so that when he returns to the website, the bookmarked statutes automatically load. Provide a function on the website to receive live feedback.
	20 - 29 years old	University Degree	Mobile view needs to be improved. It is difficult to navigate when viewing statutes online. Having a mobile app would be even better.
	20 - 29 years old	University Degree	More subsidiary legislation needs to be made available in pdf formatting for easier download. The pdf format is far superior than straight printing the entirety of the statute from web. Until and unless the web format is the same as the pdf format, please provide for more links to pdf formatted subsidiary legislation.
	20 - 29 years old	University Degree	It would be ideal if access could be provided to regulations and subsidiary legislation directly from the online legislation website.
	20 - 29 years old	University Degree	Use a typeface (font is the wrong word) that is more readable than either Times New Roman or Arial. These are the worst typefaces to use as they are meant for squeezing words in newspapers with limited paper space. Please refer to the book 'Typography for Lawyers' by Broderick for examples of typefaces to use. In essence, do not use Microsoft-provided typefaces. Please also refer to the book's suggestion on line spacing which should be 120% to 140% of the font size and font sizes should be between 10 - 12.
	20 - 29 years old	University Degree	(a) Format the page in a way that is copy-and-paste friendly. The current formatting messes up when pasted into Word. (b) Browse by chapter number should bring up the main act straight away, or at least a list where the main act is listed first, instead of being hidden behind some random number of pages. (c) Display the rightmost (latest) in the legislative history bar and allow the user to scroll back manually. The current scroll bar which shows the earliest version with no option of speeding up the scrolling is not optimal. (d) Printing the table of contents each time a number of provisions is selected is wasteful considering that the table can be very long for some statutes (see Companies Act, Penal Code) (e) Allow access to legislative history and searching subsidiary legislation for statutes.agc.gov.sg (f) A smartphone and tablet optimized version of online statutes is necessary. The current design is nearly impossible to use on the mobile platform. (g) Cases that have referenced or mentioned any provisions can be listed in annotations to a selected provision (see legislation.gov.uk)
	20 - 29 years old	University Degree	Quality of search engine
	20 - 29 years old	University Degree	Older versions of statutes can be uploaded too.
	20 - 29 years old	University Degree	The performance of the online legislation website is quite slow at times. Also it should provide an option for users to download the particular provision/section and save it as pdf format. Using the print function now is inappropriate as sometimes the formatting may be wrong.
	20 - 29 years old	University Degree	Providing relevant parliamentary debates in respect of the legislation in question
	20 - 29 years old	University Degree	Online legislation cannot be viewed properly on smartphones. Clicking of a section does not bring the user to the page showing the relevant section. Instead, the page remains at the first section which appears when the page is loaded for the first time.
	20 - 29 years old	University Degree	When I copy and paste a section from the AGC online legislation onto Microsoft Word, I want the alignment to remain the same throughout. Presently, whenever I do this, the subsections will align themselves to the right-hand side. I have to format my document painstakingly line-by-line to rectify this. Please format the online legislation properly. Thanks.
	20 - 29 years old	Post-graduate	Search Capability, if I search for 'Interpretation Act', it should be the first hit I get, whether I use the google search box at the top right hand corner or the search box in the Statutes section. The current listing of results even when using the specific legislation search box is messy and hard to read.
	20 - 29 years old	Post-graduate	Currently, when a user copies and pastes a section of legislation from the online legislation website onto Microsoft Word, the formatting of the legislation runs and it becomes messy. The user then has to spend time re-adjusting the formatting to ensure that the reproduced legislation looks presentable. As users may not always find the 'Print' function useful and would sometimes prefer to copy and paste the sections directly off the website, greatly appreciate if the AGC could work on the formatting of the legislation in the website and ensure that this problem is rectified, i.e. users are able to copy and paste different sections of the legislation into their working documents without having to spend unnecessary time making editorial amendments. From what I remember, this was not an issue with the old version of the online legislation database (i.e. the version as of 2007). However, it is an issue with the current version of the online database.

Figure 7.21

- Other than data accuracy, what other areas in our online legislation website can we improve on? (Q69)

□ Breakdown by each stakeholder group (Frequent legislation users)

Profiles			Suggestion (Verbatim)
Stakeholder	Age group	Highest educational qualification	
Legal Professional	20 - 29 years old	Post-graduate	The search function could be improved. At the moment, typing in the title of an act does not always bring up the act itself as one of the top results.
	30 - 39 years old	University Degree	Please provide previous versions of the legislation which has been amended.
	30 - 39 years old	University Degree	Compatibility with Google Chrome.
	30 - 39 years old	University Degree	Access to earlier versions of statutes is limited. It would be useful if that were expanded.
	30 - 39 years old	University Degree	To have older versions of statutes online.
	30 - 39 years old	University Degree	Sometimes, the forms that are listed in schedules to subsidiary legislation cannot be downloaded for printing. Alternatively, even if they can be downloaded, they appear to be picture files that are not conducive for printing. Sometimes the forms are unclear even when they are viewed on a desktop computer. It would be best if the forms are made available in a format that can be easily read and downloaded.
	30 - 39 years old	University Degree	Make available amendment history of each provision, as well as originating source for the provision
	30 - 39 years old	University Degree	Easy to use
	30 - 39 years old	Post-graduate	Accurate and SPECIFIC hyperlinking (i.e., hyperlinking to specific provisions that are mentioned rather than just to the PART where the specific provision is located).
	30 - 39 years old	Post-graduate	1) Please let us copy and paste legislation into a word document so that the legislation that is selected retains its paragraphing. 2) To allow the legislation to be printed by selecting the print button on the top screen - currently the printing function is not intuitive
	30 - 39 years old	Post-graduate	It would be useful for persons who are not legally trained if AGC could have an FAQ or guide to using the online legislation website. It would also be useful if there is an FAQ section or write up about the differences between each type of legislation (e.g., Act, Regs, Notifications)
	30 - 39 years old	Post-graduate	Any chance of being able to cross-reference to any published Singapore judgment in which a section of legislation is referred to? Otherwise, the website is great.
	30 - 39 years old	Post-graduate	Consider Adding a customised feedback tool to the new site/database once it launches - specifically, inviting feedback from members of the public who have been involved in cases where specific laws were applied to them or they had to apply those laws (whether by themselves or with the help of legal professionals) - and what their experiences were, and how they could be better. That sort of dynamic feedback loop may garner non-obvious insights.
	30 - 39 years old	Post-graduate	Provide downloadable PDF version for all legislation (i.e. parent act and subsidiary legislation) Ability to view Act in its entirety without hampering performance No downtime for online legislation website
	30 - 39 years old	Post-graduate	ability to access the entire document - quite often the online statutes are 'frozen'.
	40 - 49 years old	University Degree	(1) Provide earlier versions of the legislation as these may be cited in earlier decisions. (2) Completeness of Gazette Notifications issued under any legislation.
	40 - 49 years old	University Degree	The ability to obtain older versions of a legislation from the legislative table at the top of the legislation.
	40 - 49 years old	University Degree	It is useful to include the option to display earlier versions of the parent and subsidiary legislation even for the general public without the need for Lawnet. Free online availability for current and past E-Gazettes is also desirable.
	40 - 49 years old	University Degree	It would be good if the speed of accessing & downloading legislation especially lengthy legislation can be improved.
	40 - 49 years old	University Degree	Apart from issues relating to drafting clarity (many of which have been considered in this survey), consistent online availability as well as greater ease and speed of navigation would be appreciated (although I must say this has already improved tremendously over the years). It would also be great if sections could be copied and pasted into Word or other documents without the indentations, spacing and formatting going awry, as it currently does.
	40 - 49 years old	University Degree	Copying a provision from the online legislation to an e-mail/word document is either (i) EXTREMELY slow or (ii) the formatting goes awry (e.g., subsection '(a)' is aligned to the right instead of left).
	40 - 49 years old	University Degree	(1) It would be useful to provide all the various revised editions of Acts instead of just merely providing the current. This would make it easier for us to zoom in on when a particular amendment was made. (2) I feel that the chronological table on the top frame is distracting and scrolling would make it difficult to manage, particularly if someone were to browse it using smaller screens e.g. hp. Perhaps it can be merely a listing elsewhere.
	40 - 49 years old	University Degree	We are used to reading black letters on white background onscreen. It is actually very tiring on the eyes particularly for us who read a fair bit onscreen. If there is a selection/option to view it in White Letters on Black background, it will be good.
	40 - 49 years old	Post-graduate	The question on the versioning timeline presupposes that the different versions must be presented in that manner. Would a simple collapsible listing be possible?
	40 - 49 years old	Post-graduate	Allow reproduction under an open source license
	40 - 49 years old	Post-graduate	Quick access to earlier versions
	40 - 49 years old	Post-graduate	Currently when we select only one or 2 provisions to print, the entire table of contents also appear in the 'print document' version. It will be good if only the selected provisions appear.
	40 - 49 years old	Post-graduate	Historical versions of legislation. Online legislation does not go back far enough.
	40 - 49 years old	Post-graduate	Members of the public (persons without access to LawNet) may find it useful to be able to access Bills on Statutes Online. This would enable members of the public to be informed of impending changes in the laws, especially changes that affect their businesses or themselves.

Figure 7.22

- Other than data accuracy, what other areas in our online legislation website can we improve on? (Q69)

□ Breakdown by each stakeholder group (Frequent legislation users)

Profiles			
Stakeholder	Age group	Highest educational qualification	Suggestion (Verbatim)
Legal Professional	40 - 49 years old	Post-graduate	Useful to have links to previous versions of the same legislation.
	40 - 49 years old	Post-graduate	I would like to be able to see from an online search whether various parts of each piece of legislation are currently in force and if brought into force in stages, the date(s) on which each part is brought into force, preferably with a hyperlink to the relevant issue of the Gazette.
	40 - 49 years old	Post-graduate	The online Search function is currently not user-friendly. E.g., it is not very easy to search for a word or phrase throughout the database.
	40 - 49 years old	Post-graduate	Making searches.
	40 - 49 years old	Post-graduate	the scrolling along the chronological line at the top can be faster. The search does not always work (nil return when this is obviously wrong).
	40 - 49 years old	Post-graduate	Q47 Option 3 is ambiguous - I presume you intended to include '(a)'Q58&59 Bold/italic is useful for paper but, online, in addition to the print styling, you should use the default hypertext link style which is set by the user (typically blue AND underline)Q64 Timelines should flow from left to right but it would be useful if the timeline focused on the version you were viewing rather than having to scroll all the way to the right - there are some interesting alternative timeline views available now - see for instance http://oknlabs.org/blog/2012/12/04/javascript-timeline-libraries-a-review.html
	40 - 49 years old	Post-graduate	Having older versions of statutes online will be useful. Mouse-over comments for definitions within the act/SL will reduce navigation time.
	50 - 59 years old	University Degree	Currently, it is difficult to copy a selected provision onto a word document (which is needed when the text of the relevant provision needs to be reproduced in the document). The section/paragraph & sub-section/sub-paragraph nos. appear only on the extreme right and manual editing is needed to produce the placing.
	50 - 59 years old	University Degree	(1) Print-outs of online legislation should be of the same presentation quality as the hard copy texts. (2) When a section is copied and pasted, it should appear in a presentable form. Currently, extracts have to be reformatted after they are cut and pasted from the online text.
	50 - 59 years old	University Degree	Easier to print
	50 - 59 years old	Post-graduate	Hire more legal counsel in LRRD of AGC. You can also tap the specialist expertise of stat board legal officers for specialist or technical legislation - perhaps by having a cross posting scheme between LRRD and the stat boards?
	50 - 59 years old	Post-graduate	It would be useful as in some jurisdictions to include annotations cross-referencing to other parts of the legislation e.g. for meaning of term X see section X or for Ministers power to delegate see s XX.
	50 - 59 years old	Post-graduate	It would be helpful if it is possible for a trail of the searching to be available. Very often as the research is being done, it is necessary to look at provisions, then compare them with other provisions in the same act or in other acts and it would be useful to be able to jump from one to the other and back again repeatedly without having to go back to browse or to click on the back arrow to go backwards and forwards or to open the online website in more than one tab in order to access more than one piece of legislation quickly. If a bar could capture all the search items in a session so that one can click to retrieve quickly, it would be like putting a bookmark in a book in order to flip backwards and forwards.
	50 - 59 years old	Post-graduate	1) Up to date2) Performance3) Versioning4) Parliamentary debates
	50 - 59 years old	Post-graduate	If possible use short paragraphs and sentences
	50 - 59 years old	Post-graduate	Should be able to highlight the portion intended to be printed
	50 - 59 years old	Post-graduate	Indication that this legislation is the latest version and when it was revised.
	50 - 59 years old	Post-graduate	(1) Speed. (2) Ability to print selections without losing the formatting.
	50 - 59 years old	Post-graduate	The legislation should be available in Word format so that it can be used when agencies are making amendments to the legislation or when we need to attach the relevant provisions to our papers. Currently, we have to copy the provisions from the website and do our own formatting which may result in mistakes in indenting
Law academia	60 years old & above	Post-secondary/ Polytechnic	I have not enough experience of your system to be able to make meaningful comments
	60 years old & above	Post-graduate	Readability is important and I think that the approach which appears to be in hand is important, not only from the perspective of understanding what the legislation says, but being able to read it efficiently and effectively.
	60 years old & above	Post-graduate	The performance of the server must be fast and highly responsive
	40 - 49 years old	Post-graduate	Because the online legislation website uses frames, it does not work well with mobile devices. This should be addressed. I find the search engine confusing to use, and it seems to produce very strange results. As a result, I don't use it very often.
	50 - 59 years old	Post-graduate	It would be very useful if AGC can indicate the origins of the legislation such as which jurisdiction (s) it was adopted or adapted from. It would be also very useful if the differences in the wordings are highlighted.
Librarian	50 - 59 years old	Post-graduate	Ability to change rendering font for vision impaired people.
	60 years old & above	Post-graduate	Making sure that common Singapore vocab errors are not made e.g. DATELINE instead of DEADLINE, ALOT instead of A LOT
	30 - 39 years old	Post-secondary/ Polytechnic	Prefer to have the online version of ACTs and Subsidiary Legislations be made available in PDF rather than HTML so that it is easier to download & print.
	30 - 39 years old	Post-graduate	Can you provide an option for users to view and download the complete text of the current version (or even the past versions) of an Act or subsidiary legislation in a PDF file? Many governments around the world have done so for better public access to all their legislation (e.g. UK http://www.legislation.gov.uk/ ; Australia http://www.comlaw.gov.au ; New Zealand http://www.legislation.govt.nz ; Hong Kong http://www.legislation.gov.hk/eng/home.htm ; US http://www.gpo.gov/fdsys/browse/collectionUScode.action?collectionCode=USCODE). In Singapore currently Lawnet provides PDF version BUT only of selected Acts and Subsidiary Legislation.
	40 - 49 years old	Post-secondary/ Polytechnic	1) The previous VLDB allows us to print the whole legislative history on a A4 sized page but not the current one.2) It would be useful to have a feedback contact and error reporting on the home page for user to feedback. The 'feedback' and 'contact us' tabs are not working for our current VLDB homepage.
Librarian	50 - 59 years old	Post-graduate	A good search engine; speed for downloading/displaying the information

Figure 7.23

- Other than data accuracy, what other areas in our online legislation website can we improve on? (Q69)

□ Breakdown by each stakeholder group (Frequent legislation users)

Stakeholder	Profiles		Suggestion (Verbatim)
	Age group	Highest educational qualification	
Law students	19 years old and below	Post-secondary/ Polytechnic	Sentence structure that are easier to understand. More graphical objects like flowcharts are greatly appreciated. Having language selection, like Chinese, Malay and Tamil.
	20 - 29 years old	Post-secondary/ Polytechnic	When searching e.g. Land Titles Act. Allow the Land Titles Act to appear as the first return on the search rather than all the misc. sections and having to search slowly through the page before getting the intended legislation.
	20 - 29 years old	Post-secondary/ Polytechnic	Being able to download the Act in PDF format would be of great convenience.
	20 - 29 years old	Post-secondary/ Polytechnic	PDF versions of the legislations.
	20 - 29 years old	Post-secondary/ Polytechnic	Perhaps there could be a section suggesting related Acts - for e.g. when one is browsing the Land Titles Act, a small panel would provide hyperlinks to related provisions such as the Conveyancing and Law of Property Act, the Civil Law Act, the Housing and Development Act etc.
	20 - 29 years old	Post-secondary/ Polytechnic	Ensuring that when copying and pasting text into Microsoft Word or another document processor, that the original formatting will be retained. Generally, I like to print legislation in Times New Roman, but while reading off screens, sans serif fonts such as Arial are preferred.
	20 - 29 years old	Post-secondary/ Polytechnic	Land titles Act; the sentences are too convoluted even for me, a student. Simplify them please, if possible.
	20 - 29 years old	Post-secondary/ Polytechnic	Provide PDF download for each Act
	20 - 29 years old	Post-secondary/ Polytechnic	Linking to previous versions or predecessors of the legislation.
	20 - 29 years old	Post-secondary/ Polytechnic	Provide the Explanatory Notes / Statements for the Act in the website. The UK Legislation website provides the Explanatory Notes as an additional tab alongside the main Act, which aid in understanding the Act better. Perhaps these notes / statements (which are currently attached to the Bill rather than the final Act) can be included in the Singapore legislation website as well. Is there any way to allow visitors to copy the legislation into a Word document? Currently, when the statute is copied and pasted into a Word document, the formatting goes all over the place. However, if there are copyright issues related to this, this suggestion can be ignored.
	20 - 29 years old	Post-secondary/ Polytechnic	For Acts of Amendment, perhaps there can be pop-up boxes upon hovering over particular sections amended to show the previous pre-amendment provisions. As a side-note, there can also be links to the relevant Consultation Paper(s) on the Amendment by MinLaw. This will help the layman appreciate the rationale behind the changes.
	20 - 29 years old	Post-secondary/ Polytechnic	Consider adding hyperlinks to Hansard (i.e. for the second readings of the Bill) in the Legislative History portion of the act. Also, at the homepage, consider providing a link to a list of all of the Current Acts arranged numerically for easy browsing. This would be useful if one remembers only 'two-thirds' of a Chapter number (e.g. Cap. 22X for the Penal Code) for an Act that has a difficult name to remember).
	20 - 29 years old	Post-secondary/ Polytechnic	Have repealed versions of legislation available for reference.
	20 - 29 years old	Post-secondary/ Polytechnic	A mobile app would be a fantastic way to move forward.
	20 - 29 years old	University Degree	it would be great if the provisions can load faster (especially for longer acts such as the Companies Act)
	20 - 29 years old	University Degree	Making the formatted version of each Act available in pdf version (like UK legislation) would be very helpful. If resources permit, perhaps every division, part and section could also be made available in pdf form.
	20 - 29 years old	University Degree	Loading speed. Ensure that the most updated legislation is shown - many times I have inadvertently assessed outdated legislation to my peril! Perhaps you may want to include some indicator that the version currently displayed is outdated.
	20 - 29 years old	University Degree	Provide links to older versions of the legislation.
	20 - 29 years old	Post-graduate	For outdated versions of legislation, may accidentally access through google/browser history. Would be nice if there were a note at the top of the page that the version is not the latest (apologies if there already is one).
	30 - 39 years old	Post-graduate	Can alert e-letter be provided about which legislation are recently modified?

Figure 7.24

7.3.2 Feedback for Online Legislation from Frequent Legislation Users

The verbatim feedback for the online legislation from the frequent legislation users were classified into common themes and sorted according to their frequencies. The most common suggestions for the online legislation website were providing accessibility to different versions of legislation (20.2%), enabling reproduction of data without loss of formatting (12.6%), and improving the user-friendliness of website display and interface (11.8%). Please see Figure 7.25 for the breakdown of other suggestions.

- Other than data accuracy, what other areas in our online legislation website can we improve on? (Q69)
- Breakdown by each stakeholder group (Frequent legislation users)

Suggestions	n	%
Provide accessibility to previous/repealed versions of law	24	20.2%
Enable reproduction (copying /pasting) of data with retained formatting	15	12.6%
Improve the user-friendliness of the display and interface	14	11.8%
Improve speed of the website	13	10.9%
Improve the search engine	13	10.9%
Enable cross referencing to relevant sections	11	9.2%
Provide downloadable PDF versions of the legislation	10	8.4%
Improve the printing function	10	8.4%
Improve compatibility with other devices	7	5.9%
Simpler language/ better readability	5	4.2%
Provide link to complete gazette notifications issued under any legislation	4	3.4%
Ensure that legislation is updated timely and indicate the latest version	4	3.4%
Provide definition of terms	2	1.7%
Inform changes in the legislation	2	1.7%
Provide a feedback/contact portal on the website	2	1.7%
Avoid spelling errors	1	0.8%
Provide a backup when the system crash	1	0.8%
Provide a FAQ or guide to using the online legislation website	1	0.8%
Provide the legislation in other languages	1	0.8%
Provide regulations and subsidiary legislation directly from the online legislation website.	1	0.8%

Sample size, n* = 119

*Sample size includes only frequent legislation users; 192 frequent legislation users had no comments

Notes: The percentages do not add up to 100% as some respondents had multiple suggestions

Figure 7.25

CHAPTER 8: OTHER SUGGESTIONS

8.1 Verbatim Feedback from Frequent Legislation Users

The verbatim feedback from the frequent legislation user group on how to modernise the legislative drafting practise and improve the readability of the laws are shown in Figures 8.1 – 8.3.

- Other suggestions to modernise our legislative drafting practice and improve the readability of our laws (Q70)
- Breakdown by each stakeholder group (Frequent legislation users)

Profiles			Suggestion (Verbatim)
Stakeholder	Age group	Highest educational qualification	
Judiciary	20 - 29 years old	University Degree	Have direct hyperlinks to the relevant Parliamentary debates on the Act in issue
	30 - 39 years old	University Degree	It would be good if the statutes can be saved in html format instead of pdf format. To save in html format, one needs to copy and paste the link into a new window (the new IE browsers do not allow saving of statutes in html format that easily)
	30 - 39 years old	University Degree	Mirror of the legislation in few place to prevent system down.
	40 - 49 years old	Post-graduate	I support modernising our drafting practice and using plain English where possible. I would however also caution against excessively dumbing down the language in our Statute Books in an attempt to ensure that every reader can understand it.
	40 - 49 years old	Post-graduate	Repealed legislation should be activated if it is the relevant legislation at the material time
	50 - 59 years old	University Degree	Use short sentences.
	50 - 59 years old	Post-graduate	I do agree with the general direction towards making the language of our statutes direct and simpler.
Parliamentarian	40 - 49 years old	Post-graduate	If it is possible to also produce a version of the Act (the desired outcome) as it would be after the amendments, it would help Parliamentarians in their analysis of the bill.
	50 - 59 years old	Post-graduate	Avoid long sentences, simplify the language as far as possible.
Legal Professional	20 - 29 years old	University Degree	If the domestic statute is an enactment of an international convention, it would be ideal to follow the format, section numbering, and language of that convention as close as possible, and point out deviations from the international convention. For instance, it is easier to follow how Hong Kong's Arbitration Ordinance matches the UNCITRAL model law, compared with Sgs International Arbitration Act.
	20 - 29 years old	University Degree	Use more bullet points, especially when the provision can be fragmented into parts
	20 - 29 years old	University Degree	Shorter sentences. Plain English.
	20 - 29 years old	University Degree	Illustrations (such as the ones in the Penal Code) would help increase accessibility and understanding of the laws
	20 - 29 years old	University Degree	Use 'narrative style' for procedure, e.g.: When filing a Summons for Directions, use Form xxx and state abcde. Put punishment sections together with the criminalising sections and separate from specific defenses e.g 300. 'Murder' is a specific type of Culpable Homicide which occurs in the following situations, except in the circumstances set out in section 301. It shall be punished by death in (a) and death or life imprisonment and caning in (b), (c) and (d):(a) when the murderer intended to cause death. 301. Culpable Homicide is not murder when:(a) the murderer was unable to control himself because the victim had provoked him...
	20 - 29 years old	University Degree	As far as possible, keep the word count down and the English as plain as possible (perhaps, our legislation may be vetted by some Plain English authority, as is the case for NTUC Income which has implemented the Crystal Mark initiative). Strongly advise Ministries not to resort to legislation as the choice mechanism to achieve policy objectives.
	20 - 29 years old	University Degree	Would suggest the garnering of feedback from seasoned practitioners in the respective specialised fields as well as the educated public in general
	20 - 29 years old	University Degree	The current language used for amendment bills is cryptic and next to useless. Unless it is expected for members of the public to piece together a word jigsaw to find out the wording of a statute in force at a certain date, when enacting amendments please repeal the entire section and re-enact them by showing before and after. Please include links to the relevant explanatory statement for particular sections and to the relevant Hansard reports for the bill.
	20 - 29 years old	University Degree	For explanatory statements, try to provide more information about the purpose of the provisions rather than merely restating the provision in prose form?
	20 - 29 years old	University Degree	Please avoid too many provisions that should be 'read with'. It may be better to define offences individually.
	20 - 29 years old	University Degree	It would be very helpful if laws are not drafted in extremely long sentences. I have observed several provisions which are in the form of very long sentences. It would be more readable if these long sentences are broken up into several shorter sentences. Further, kindly avoid the use of archaic English words.
	20 - 29 years old	Post-graduate	While it is important that the public is able to understand the laws, it is equally important that lawyers are comfortable with the re-drafted laws.

Figure 8.1

- Other suggestions to modernise our legislative drafting practice and improve the readability of our laws (Q70)

□ Breakdown by each stakeholder group (Frequent legislation users)

Profiles			Suggestion (Verbatim)
Stakeholder	Age group	Highest educational qualification	
Legal Professional	20 - 29 years old	Post-graduate	Where possible, simple English should be adopted and sentences kept short. Laws should be written such that even the non-legally trained person will find the statute easily readable and understandable. Where possible, examples should be provided. Thank you!
	30 - 39 years old	University Degree	The use of simple English for the drafting of amendments will facilitate understanding and improve efficiency
	30 - 39 years old	University Degree	Keep each sentence less than 20 words.
	30 - 39 years old	University Degree	Links to explanatory notes of the bills that brought about that particular Act or Section would be useful at time. Possible links to Hansard (Parliamentary Report) as well.
	30 - 39 years old	University Degree	Legislation must be drafted in more simple language and must not be convoluted.
	30 - 39 years old	Post-graduate	Use plain English in the wordings of legislation Use active sentences rather than passive sentences in the wordings of legislation
	30 - 39 years old	Post-graduate	Careful drafting. More clarity, less vagueness. For example the Employment of Foreign Manpower Act - it is not possible to understand from the Act whether employers have a positive duty to repatriate EP holders. Care to ensure that consequences are linked to actual legal obligations.
	30 - 39 years old	Post-graduate	Shorter sentences, simpler numbering system. Also, if a provision is particularly complex or references many other provisions, an illustration would be useful as an example of how the provision is to be applied.
	30 - 39 years old	Post-graduate	The sentences should be shortened for readability. It is okay to have longer pieces of legislation as a result.
	40 - 49 years old	University Degree	The Child Development Co-Savings Act is unreadable. The Copyright Act is unnecessarily long.
	40 - 49 years old	University Degree	(1) Avoid the use of double negatives. (2) use references to 'A' and 'B' in convoluted provisions (e.g. Any person ('A') who agrees with another person ('B') in relation to a third person ('C') ... shall submit a report to the Authority unless: (a) A has obtained the consent of C to ... (b) B and C are not related persons etc. (3) Extremely long sentences should be broken up into shorter but clearer sentences or into parts. Sometimes the provision becomes less elegant, but clarity should trump eloquence.
	40 - 49 years old	University Degree	(1) On the use of formulas, while it would be nicer and clearer to display the formula as what you have shown, it may be that the formula will have to be expressed as a sentence (A + B)/C; otherwise it would be distorted on smaller screens. (2) There should perhaps be removal of unnecessary cross-referencing as too many cross-references are distracting. In your example on multiple paragraphs, I feel that the use of one cross-reference would suffice.
	40 - 49 years old	Post-graduate	There should be much less attention to the print look-and-feel in the sense that all design decisions should be agnostic towards how the legislation is printed or shown on-screen.
	40 - 49 years old	Post-graduate	Consolidated versions of laws are always helpful Remove use of archaic words - said, therein, herein, etc.
	40 - 49 years old	Post-graduate	Cut out Latin terms and archaic language. Cut short the length of sentences/provisions.
	40 - 49 years old	Post-graduate	We should be slow to change language to plain English or make substantial structural changes to provisions, as the meaning inevitably cannot be retained without some manner of variation. Such is the nature of language
	40 - 49 years old	Post-graduate	Searching legislative history of a particular section would be useful - e.g., being able to get EASILY the different versions of a section over the years.
	40 - 49 years old	Post-graduate	(1) Please try to avoid used of the alphabet and roman numerical (e.g., (i), (ii) where it will exceed 5/6 as it is difficult to remember. Can consider US legislation e.g. 100.1, 100.1.1, 100.1.2 for certain Acts and SL. (2) For Amendments, I chose Option B but it should be grammatically correct e.g., s 3 deleted.
	40 - 49 years old	Post-graduate	Readability is really not the key; clarity of intent/purpose and ease of application is. Revisions of legislations should not be undertaken too frequently. Amending legislations soon after a revised edition is published is undesirable. Phrases / sentences should be short and in simple English. Long enactments should be replaced with succinct and clear ones. Redundant provisions should be removed during periodic review. After a bill is drafted, before 1st reading, a committee comprising stakeholders, should deliberate on the proposed legislation / amendments. Their inputs informed by practical wisdom should thereafter be incorporated and necessary amendments made before the bill is tabled in parliament.
	50 - 59 years old	University Degree	Please have subsidiary legislation available online in the same manner as the Acts and supplementary legislation.
	50 - 59 years old	University Degree	Draft in Plain English and avoid archaic legalese.
	50 - 59 years old	Post-graduate	Test every draft bill and draft regulation for comprehensibility with non legally trained or qualified persons representing the key stakeholders for the legislation - such as the enforcement officers, the policy officers and the public regulators.
	50 - 59 years old	Post-graduate	Pay close attention to the use of words. This didn't occur in some of the examples in this survey, though probably because existing legislation was being quoted. For example, do not use 'herein' and similar words. Use short sentences in logical steps. Remember that many readers do not have English as their first language and/or do not have a legal background.
	50 - 59 years old	Post-graduate	The use of illustrations and examples in the Penal Code could be used in other legislation to aid interpretation. At the same time, the Interpretation Act should provide guidance on how these should be used by the courts.
	50 - 59 years old	Post-graduate	It would be good to put all provisions relating to a similar topic in one act. E.g. S73 CLPA relates to insurance but it is not in the Insurance Act. In addition, to try to ensure that amendments to any act are carefully thought through. Till today, many people use written resolutions in lieu of an AGM without realising that they first need an EOGM to waive the need to meet. Similarly, it is not evident from the Companies Act (Cap. 50) that for recorded resolutions by sole shareholders, whether a notice of meeting is required. Similarly, it is not clear from the provision itself the meaning of 'capital receipt' and whether 2 trustees are required to be appointed where there are minor beneficiaries to a trust and there is real property or whether during the administration stage of the probate of a deceased property owner (as opposed to the trust stage) 1 administrator will suffice even where there are minor beneficiaries. Similarly, no one really seems to understand where land put in trust for minor beneficiaries becomes 'settled land'. Perhaps this is not about drafting practice or readability of our laws but about their interpretation but it would be helpful if Interpretation was also clear to avoid having to decide between plausible alternative interpretations.
	50 - 59 years old	Post-graduate	If possible use short paragraphs and sentences
	50 - 59 years old	Post-graduate	Simpler English and shorter sentences.
	50 - 59 years old	Post-graduate	An option should be provided to view the selected parts only or to view the legislation in its entirety. Currently, we have to click on the tab 'Whole document' to view the document in its entirety.
	60 years old & above	Post-secondary/ Polytechnic	I would welcome the replacement of 'shall' with 'must' and the use of the present tense to replace shall when not indicating obligation (e.g. when indicating legal states of affairs or consequences), or more subtly when setting out functions ('the Commission is to [do X, Y and Z] rather than 'The Commission shall [do X, Y and Z]'. I would also welcome gender neutral drafting. The test of accessibility is 'how easily could a person affected read and understand this provision?' Unfortunately that does not always mean that there should be an inflexible series of drafting rules, however well intentioned.

Figure 8.2

- Other suggestions to modernise our legislative drafting practice and improve the readability of our laws (Q70)

□ Breakdown by each stakeholder group (Frequent legislation users)

Profiles			Suggestion (Verbatim)
Stakeholder	Age group	Highest educational qualification	
Law academia	30 - 39 years old	Post-graduate	If a layperson cannot understand the provision then it is not clear enough.
	40 - 49 years old	Post-graduate	Use shorter sentences.
	50 - 59 years old	Post-graduate	While it is good to make the language easier to understand, care must be taken to avoid ambiguity. The laws were originally written the way they are to avoid ambiguity. Now the older language (such as 'shall' has become ambiguous, so needs to be changed, but care should be taken not to introduce other ambiguities.
	60 years old & above	Post-graduate	Maximise the use of graphic organisers please e.g. tables, flowcharts etc. Clean up convoluted sentences. Keep sentences as short as possible. Break up extremely long sentences to several sentences. Avoid unnecessary multiple verbs e.g.
Librarian	30 - 39 years old	Post-graduate	Most important is to avoid interpretation issues; e.g. no archaic language should be used; different words or expressions should not be used to denote the same thing, etc. I would suggest you take into account the law drafting and plain English guides of other countries as reference for your Plain English project and legislation drafting reform. - UK https://www.gov.uk/government/publications/the-office-of-the-parliamentary-counsel-guidance ; - Hong Kong http://www.legislation.gov.hk/blis/eng/pdf/2012/Drafting_book.PDF ; - Australia http://www.opc.gov.au/PLAIN/index.htm AND http://www.opc.gov.au/plain/docs.htm
	50 - 59 years old	Post-graduate	Currently, only civil services and stat board personnel could view the VLDB foc. Why not make the Laws in its whole entity available to the 'Public'.
Law students	19 years old and below	Post-secondary/ Polytechnic	Try to split legislation into shorter paragraphs/sentences instead of setting out large chunks of information with many commas. Civil law-style drafting may be a useful guide.
	19 years old and below	Post-secondary/ Polytechnic	More definitions of commonly contended terms used in the statutes.
	19 years old and below	Post-secondary/ Polytechnic	Well... use pictures likes signs with the words below might be better? Use less complex words. Singlish/broken English might reflect badly on you guys, but the general public read and understand them better than those long sentences in the laws. Why not put 'Singlish/broken English' as part of the language selection?
	19 years old and below	Post-secondary/ Polytechnic	Add categorised colors for same/relevant parts within the sections
	20 - 29 years old	Post-secondary/ Polytechnic	In my opinion, the emphasis in revamping the legislative drafting practice should be on laws that affect people at the individual level (i.e. criminal and family law) first. Hence, the legislation relating to these areas of the law, including the Evidence Act and CPC should be as easy to understand as possible, so that individuals will know their rights without having to consult a lawyer. In addition, while the laws that have been drafted in recent years are relatively more easy to understand, my concern is with the older Acts that have not been updated substantially. Two examples are perhaps the Evidence Act and certain portions of the Penal Code. While I understand there are concerns about superseding the substantial common law by revamping them too drastically, in my view, the time is right to bite the bullet in light of our ever-evolving society.
	20 - 29 years old	Post-secondary/ Polytechnic	Ensure consistency of keywords amongst statutes.
	20 - 29 years old	Post-secondary/ Polytechnic	Avoid using archaic English language; instead, employ modern formulations where relevant
	20 - 29 years old	Post-secondary/ Polytechnic	Refer to answer to previous question.
	20 - 29 years old	Post-secondary/ Polytechnic	Provide PDF download for each Act
	20 - 29 years old	Post-secondary/ Polytechnic	Punctuation will help clarify a lot of the statutes and provisions. Language can be more succinct, and the 19th Century-style language is now quite tedious and outdated. Very exasperating to have to read it a few times before it is understood. Language is a beautiful art. It is possible to be as effective and efficient, with fewer words.
	20 - 29 years old	Post-secondary/ Polytechnic	The tabs system used in the UK legislation website (i.e., 'Table of Contents', 'Content', 'Explanatory Notes' and 'More Resources') makes the website very accessible, makes it easy to navigate and provides a very neat webpage layout. Perhaps it can provide some guidance to improve the overall neatness of Singapore's legislation website.
	20 - 29 years old	Post-secondary/ Polytechnic	Consider adding flowcharts / diagrams at the Appendix of an Act to guide new readers into the appropriate sections of the Act quickly. Readers could find directions / FAQ provided by visual aids helpful in gaining swift access to the relevant provisions.
	20 - 29 years old	University Degree	Perhaps it will be easier to understand if longer sentences are broken up into shorter sentences, instead of having a long sentence with many clauses.
	20 - 29 years old	University Degree	Consider publishing a separate series of guides written for members of the public if the concern is make our laws more understandable. Such guides may include flowcharts and diagrams that are inappropriate in legislation. Certain legislation is also antiquated and contains clumsy and unwieldy provisions that should be clarified.
	30 - 39 years old	Post-graduate	Try to use other than instead of otherwise than, and despite that instead of notwithstanding, etc...

Figure 8.3

8.2 Feedback from Frequent Legislation Users

The verbatim feedback on how to modernise the legislative drafting practise and improve the readability of the laws from frequent legislation users were classified into common themes and sorted according to their frequencies. The most common suggestions were using plain language for legislation (36.8%), using shorter sentences, punctuations, and bullet points (26.5%), and using graphic organisers, illustrations, and case studies (13.2%). See Figure 8.4 for a detailed breakdown.

- Other suggestions to modernise our legislative drafting practice and improve the readability of our laws (Q70)

□ Breakdown by each stakeholder group (Frequent legislation users)

Suggestions	n	%
Use simpler language	25	36.8%
Use shorter sentences, more punctuations and bullet points	18	26.5%
Use graphic organisers, illustrations, and case studies to aid interpretation	9	13.2%
Improve clarity of the legislation, especially for laypersons	4	5.9%
Provide hyperlinks to relevant reports/sections in online legislation	3	4.4%
Provide definitions for legal terms individually	2	2.9%
Provide PDF/HTML format of all the information available on the website	2	2.9%
More thoughts to be put before activating the amendments	2	2.9%
Remove unnecessary cross-referencing	1	1.5%
Prevent system shutdown	1	1.5%
Provide amended versions of legislation	1	1.5%
Improve the userfriendliness of the website	1	1.5%
Place all provisions relating to a similar topic in one Act	1	1.5%
Indicate same/relevant parts within the sections	1	1.5%
Enable searching legislative history of a particular section in online legislation	1	1.5%
Provide information about the purpose of the provision	1	1.5%
More options on the display of the online legislation	1	1.5%
Ensure consistency of keywords amongst statutes.	1	1.5%
Subsidiary legislation to be available online	1	1.5%
Revamp the legislative drafting practice that affect people at individual level first	1	1.5%
To follow the drafting practise of the international convention as close as possible, if the domestic statute is an enactment of it.	1	1.5%
Ensure that the legally trained persons are comfortable with the re-drafted laws	1	1.5%
Provide laws in its whole entity to be available for public	1	1.5%

Sample size, $n^* = 68$

**Sample size includes only frequent legislation users; 243 frequent legislation users had no comments*

Notes: The percentages do not add up to 100% as some respondents had multiple suggestions

Figure 8.4

CHAPTER 9: BREAKDOWN BY AGE (FREQUENT LEGISLATION USERS)

Chi-square tests³ were run to examine if there are any correlation between the responses from the frequent legislation users and their age groups. The following questions were found to correlate with age.

Question Number	Question/Area	Question Number	Question/Area
17	Proportion	44	Amending legislation
20	Use of graphics and flow-charts	45	Amending legislation
21	Use of graphics and flow-charts	46	Amending legislation
23	Gender neutral drafting	47	Amending legislation
30	Multiple paragraphs in a subsection	50	Amending legislation
31	Drafting in the present tense	52	Device preferred the most to access our online legislation database
35	Text alignment	55	Arrangement of online Acts and Subsidiary Legislation
38	Font size	63	Chronological timeline
43	Amending legislation	89	Use of “any”

³ Chi-square test is a statistical test commonly used for testing independence and goodness of fit that compares categorical variables.

9.1 Proportion

The chi-square test results show that expressing proportion using formula description was generally preferred by respondents of all ages (more than 75%) with respondents between 20 - 59 years old preferring it more than respondents of other ages, 19 years old and below, and 60 years old and above. The results show that the respondents 19 years old and below, and 60 years old and above, were more inclined towards the use of sentence description for expressing proportion. See Figure 9.1 for a detailed breakdown of the test results.

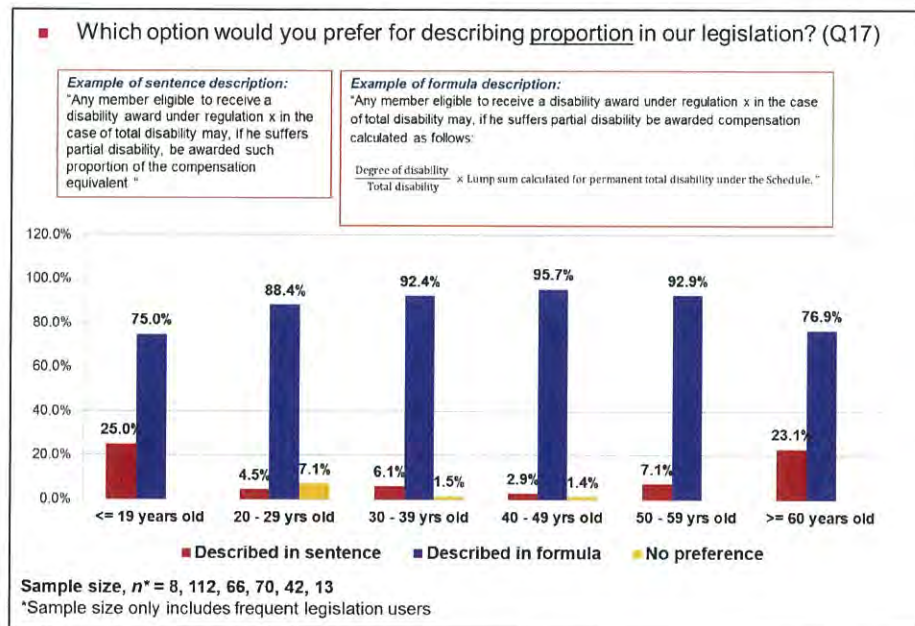


Figure 9.1

9.2 Use of graphics and flow-charts

The chi-square test results show that the use of graphics and flow charts to provide guidance as to how a legislative provision should operate was generally preferred by respondents of all ages (more than 50%) with the frequent legislation users aged 50 years and above less receptive (more than 23%), as compared to those below 50 years of age. See Figure 9.2 for a detailed breakdown of the test results.

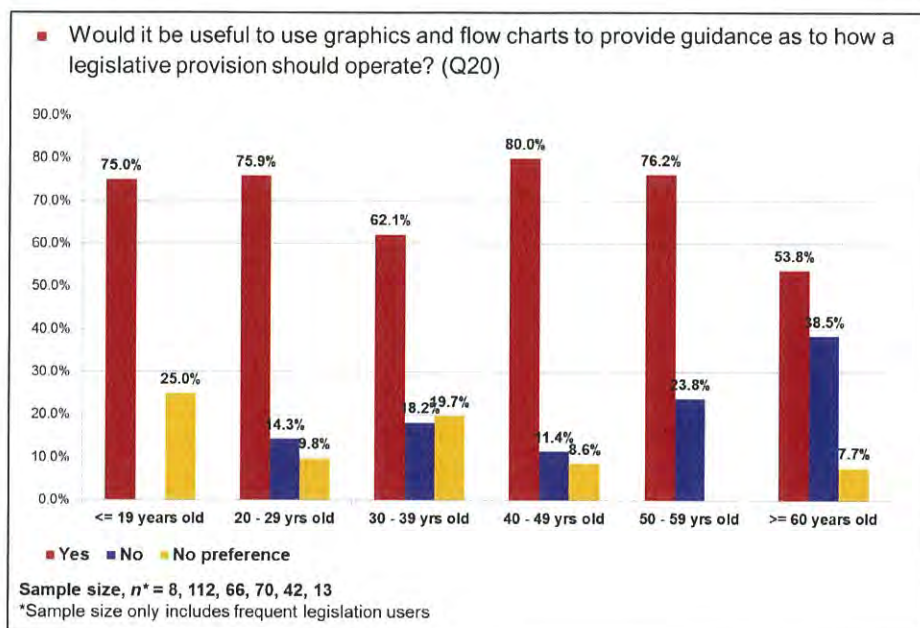


Figure 9.2

The middle age group (i.e. 30 – 39 years old) finds that the use of graphics and flow-charts in legislative text makes the legislative provisions appear amateurish and less legalistic. See Figure 9.3 for a detailed breakdown of the test results.

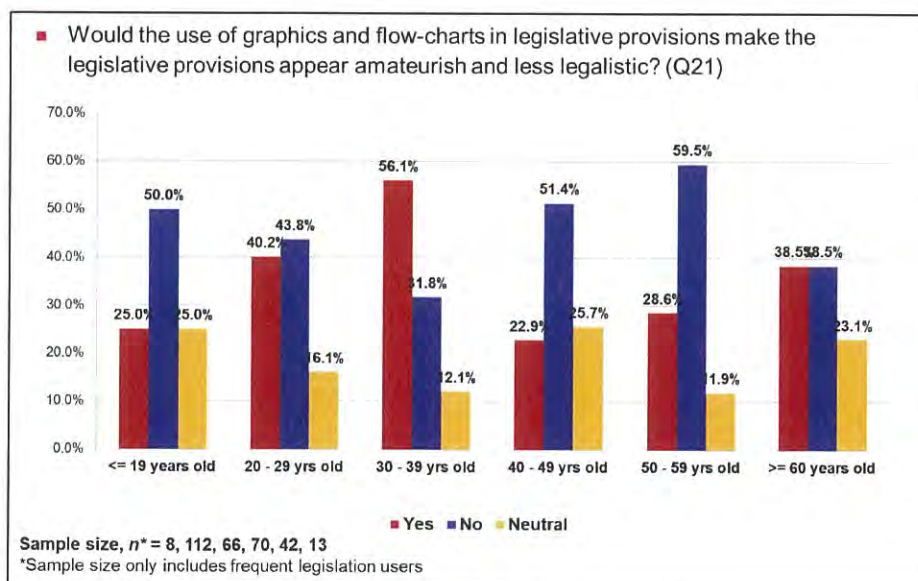


Figure 9.3

9.3 Gender neutral drafting

The chi-test results show that frequent legislation users aged 50 years old and above prefer gender neutral drafting. The frequent legislation users aged 19 years and below prefer non-gender neutral drafting. Respondents aged 20 – 49 years old generally have mixed responses. See Figure 9.4 for a detailed breakdown of the test results.

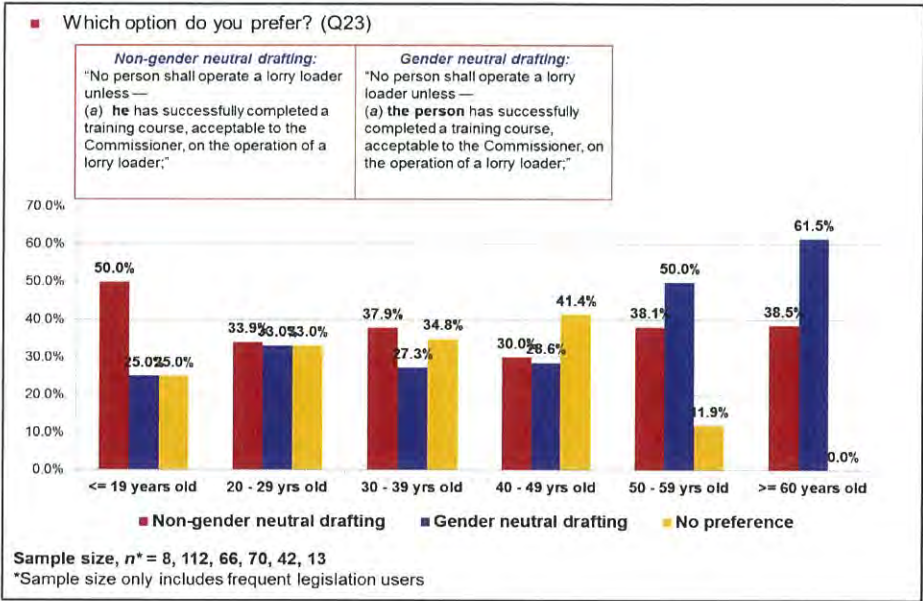


Figure 9.4

9.4 Multiple paragraphs in a subsection

The frequent legislation users aged above 19 years old find having multiple paragraphs (Option B) easier to read and understand, while those aged 19 years old and below find having double sandwich clause (Option A) easier to read and understand. See Figure 9.5 for a detailed breakdown of the test results.

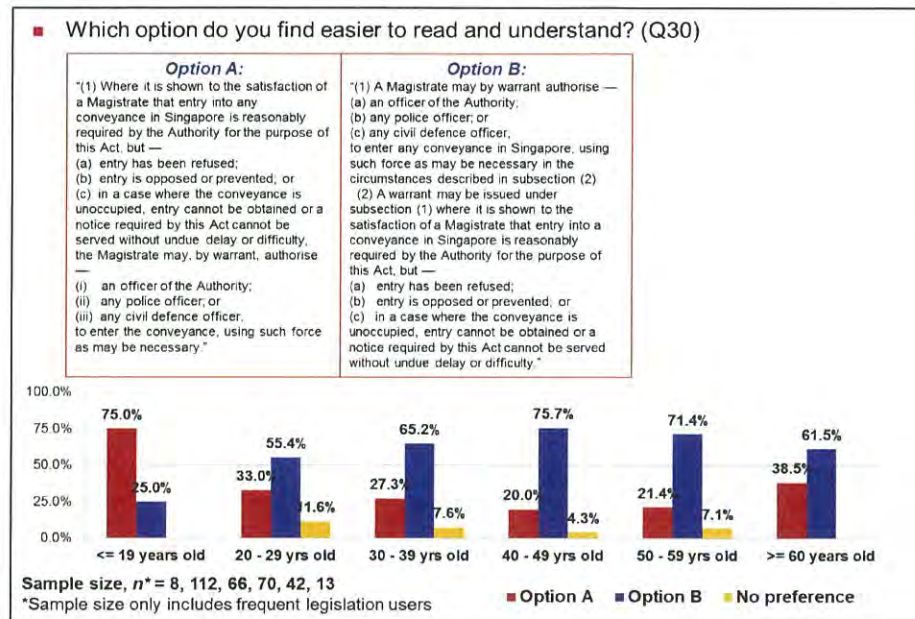


Figure 9.5

9.5 Drafting in the present tense

The frequent legislation users aged 20 years old and above perceived “has” and “shall have” to have the same meaning, while these two phrases were perceived by most of the frequent legislation users aged below 20 years old to have a different meaning. See Figure 9.6 for a detailed breakdown of the test results.

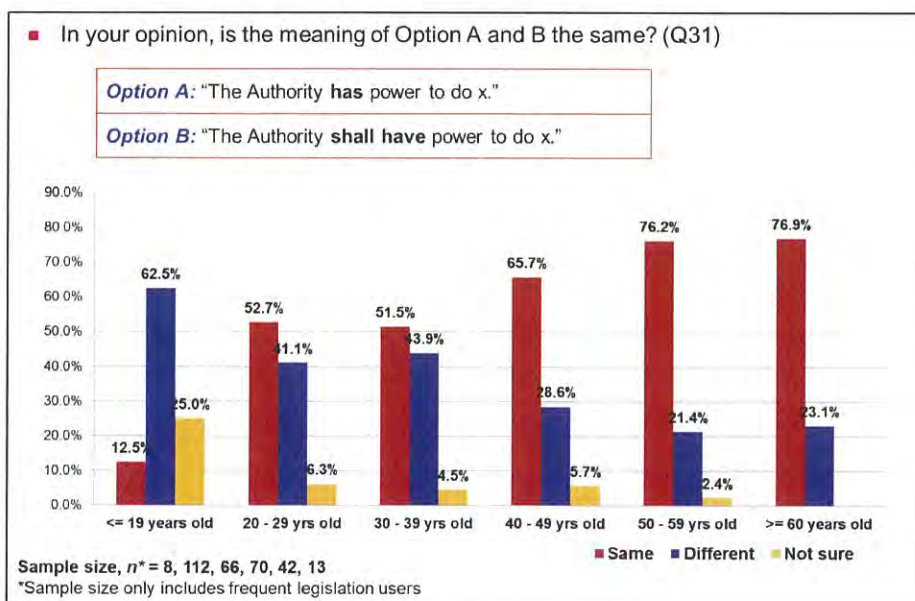


Figure 9.6

9.6 Text alignment

The frequent legislation users generally prefer justified text (more than 50%) across all age groups with respondents above the age of 40 years old more inclined towards left-aligned text as compared to those below 40 years old. See Figure 9.7 for a detailed breakdown of the test results.

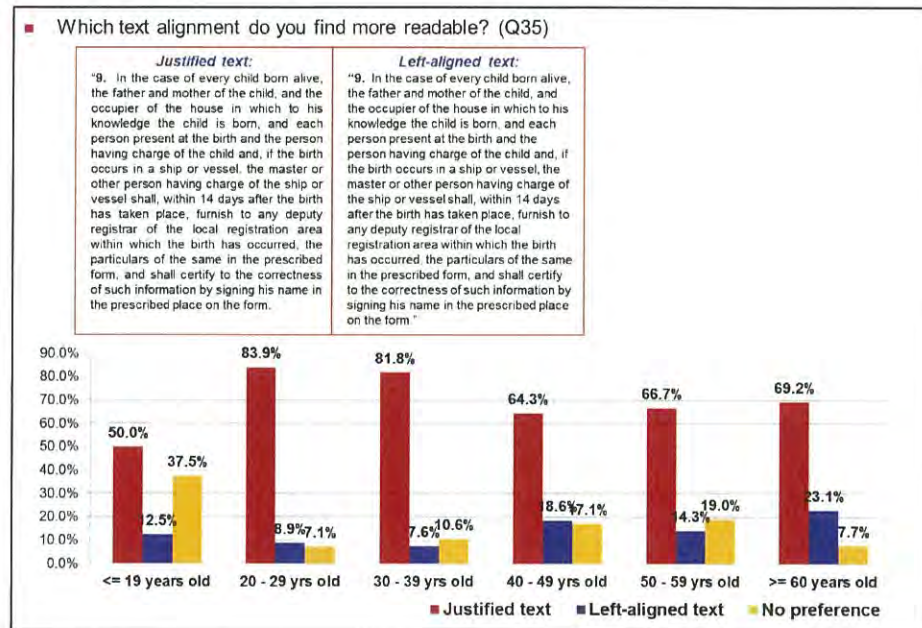


Figure 9.7

9.7 Font size

The frequent legislation users aged 50 years old and above prefer the text in all parts of the legislation to be in one font size, while those aged below 50 years old prefer different parts of the text in different font sizes. See Figure 9.8 for a detailed breakdown of the test results.

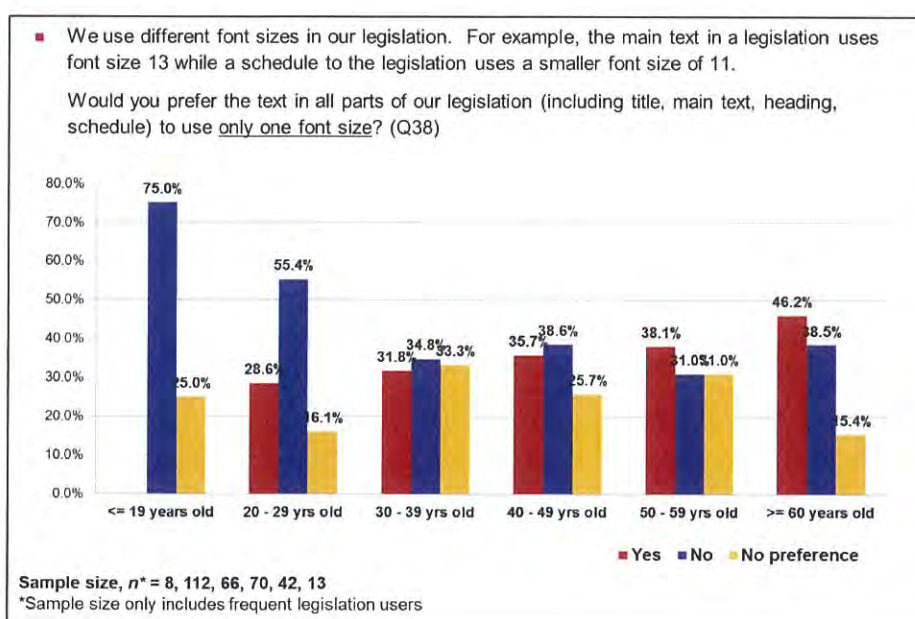


Figure 9.8

9.8 Amending legislation

The frequent legislation users aged 30 years old and above prefer the usage of the following phrases:

1. "Delete section 3"
2. "Delete regulation 2"
3. "In section 3, delete "prices".
4. "In section 3, for "prices" substitute "fees"
5. "In section 3, for paragraph (a) substitute: "(a) XXX"
6. "For section 3 substitute: "XXX".

The frequent legislation users aged below 30 years old prefer the usage of the following phrases:

1. "Section 3 of the principal Act is repealed"
2. "Regulation 2 of the principal Regulations is deleted"
3. "Section 3 of the principal Act is amended by deleting the word "prices".
4. "Section 3 of the principal Act is amended by deleting the word "prices" and substituting the word "fees".
5. "Section 3 of the principal Act is amended by deleting paragraph (a) and substituting the following paragraph "(a) XXX".
6. "Section 3 of the principal Act is deleted and the following regulation substituted therefor: "XXX".

In general, the frequent legislation users aged below 30 years old preferred more elaborative description of the amending legislation than those aged 30 years old and above. See Figure 9.9 – 9.14 for a detailed breakdown of the test results.

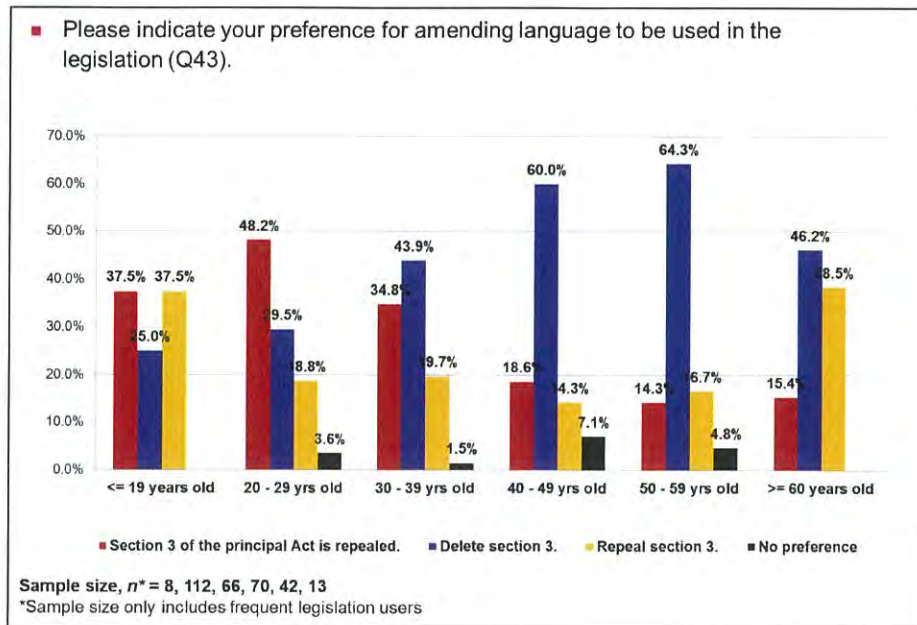


Figure 9.9

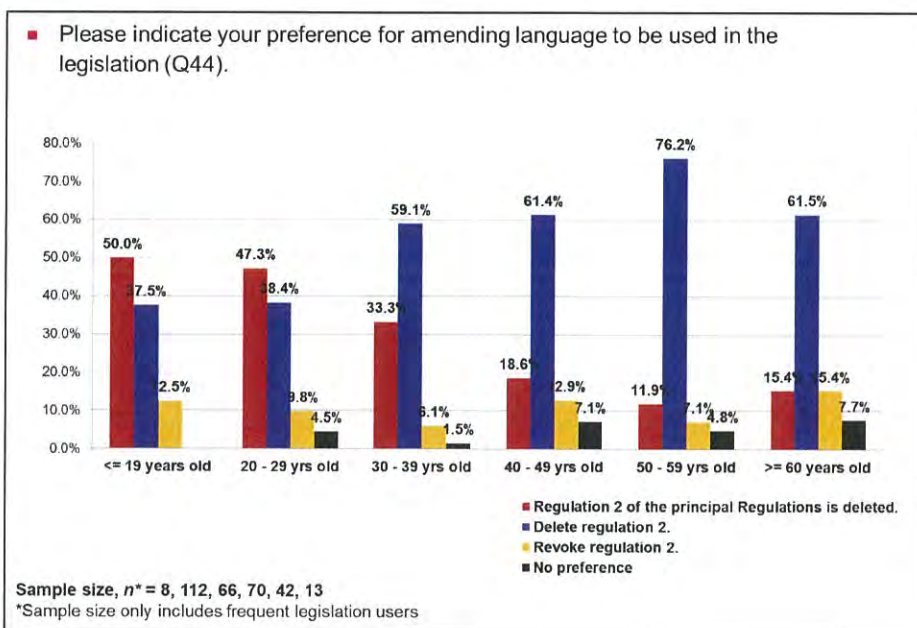


Figure 9.10

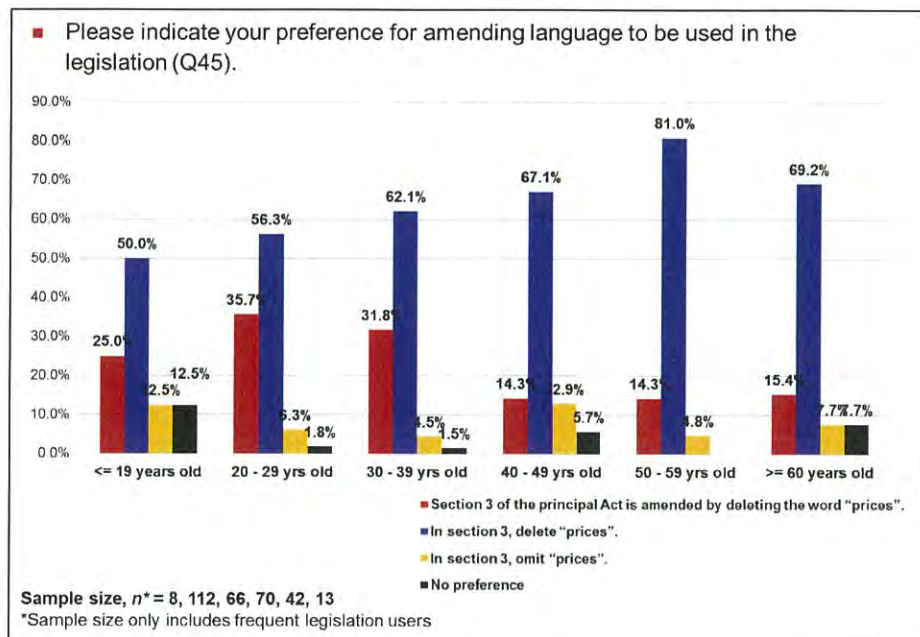


Figure 9.11

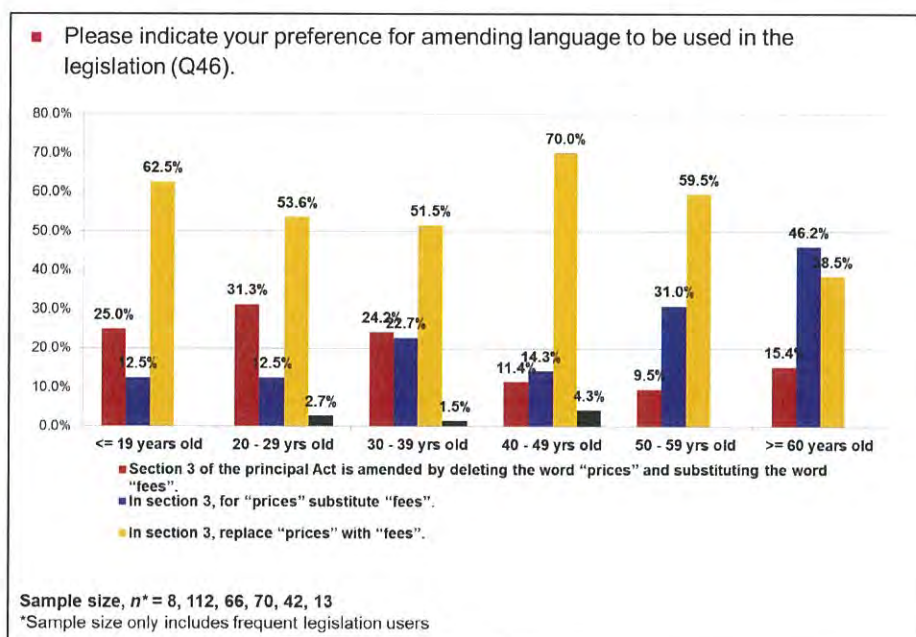


Figure 9.12

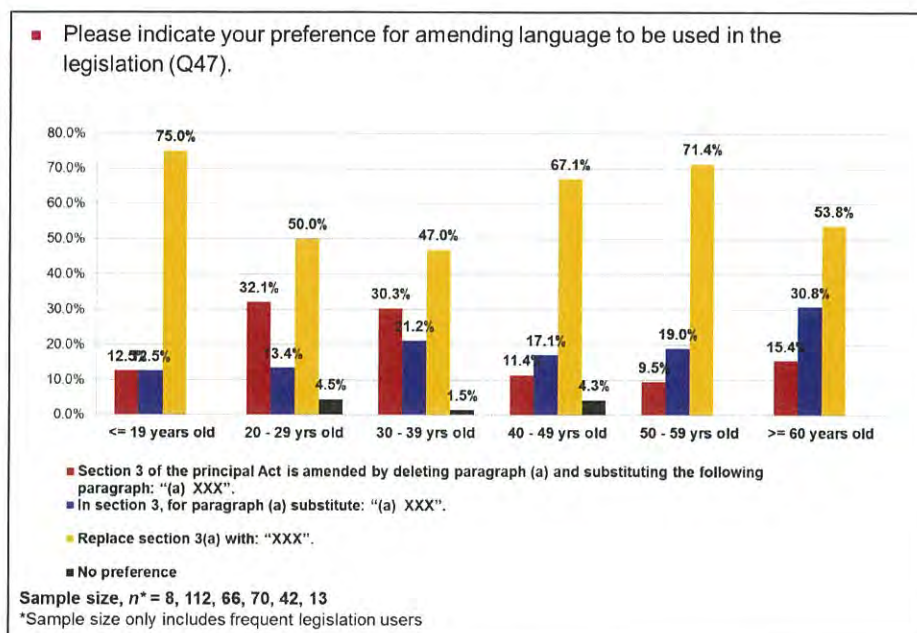


Figure 9.13

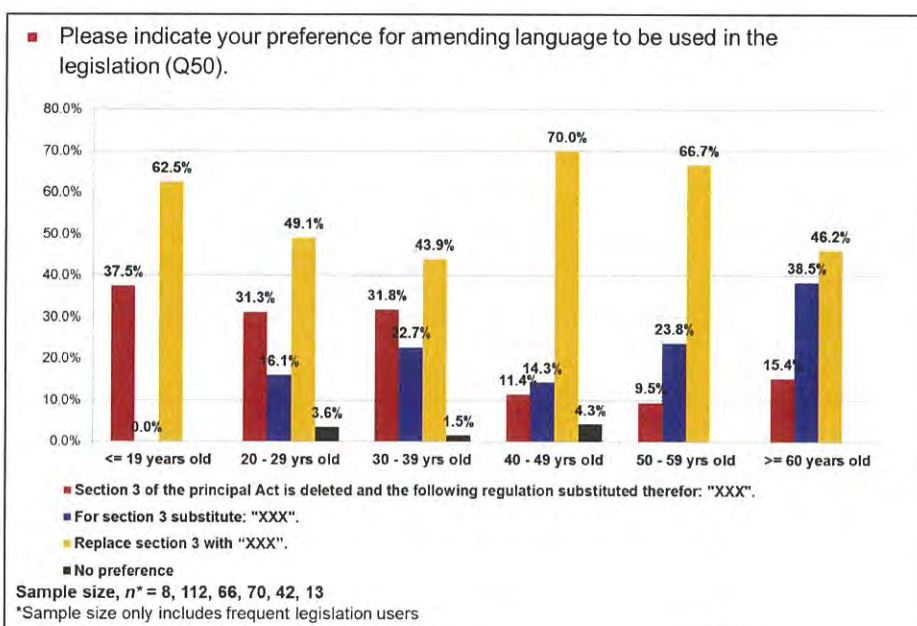


Figure 9.14

9.9 Devices

The chi-square test results show that desktops or notebooks were favoured by all age groups. The frequent legislation users aged 30 years old and above prefer to use tablets, while those aged below 30 years old prefer to use smartphones to access the online legislation database. See Figure 9.15 for a detailed breakdown of the test results.

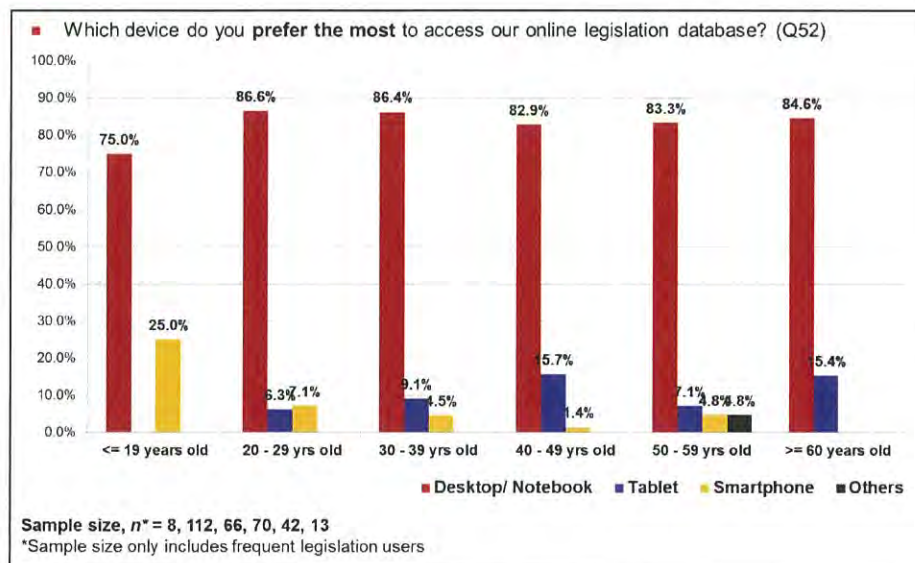


Figure 9.15

9.10 Arrangement of online database

Although majority of all age groups favoured alphabetical display, chronological display of online Acts and Subsidiary Legislation was favoured by 25% of frequent legislation users aged 19 years old and below, which was significantly higher in terms of frequency than those aged above 19 years old. See Figure 9.16 for a detailed breakdown of the test results.

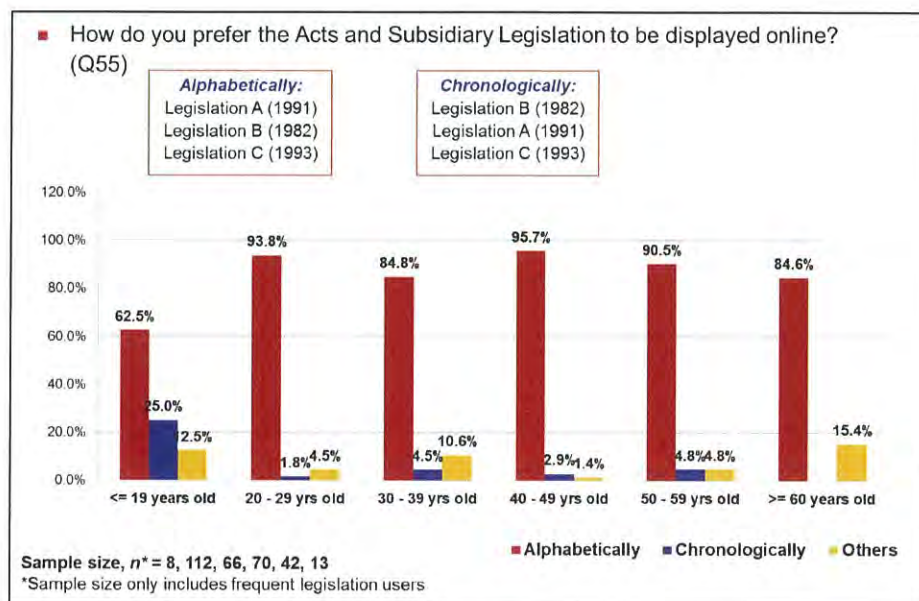


Figure 9.16

9.11 Chronological timeline

Horizontal scroll bar was favoured by majority of all age groups as compared to arrow buttons for navigating the chronological timeline. However, more than 35% of frequent legislation users aged 40 years old and above had no preference in the method of navigating through the chronological timeline. See Figure 9.17 for a breakdown of the test results.

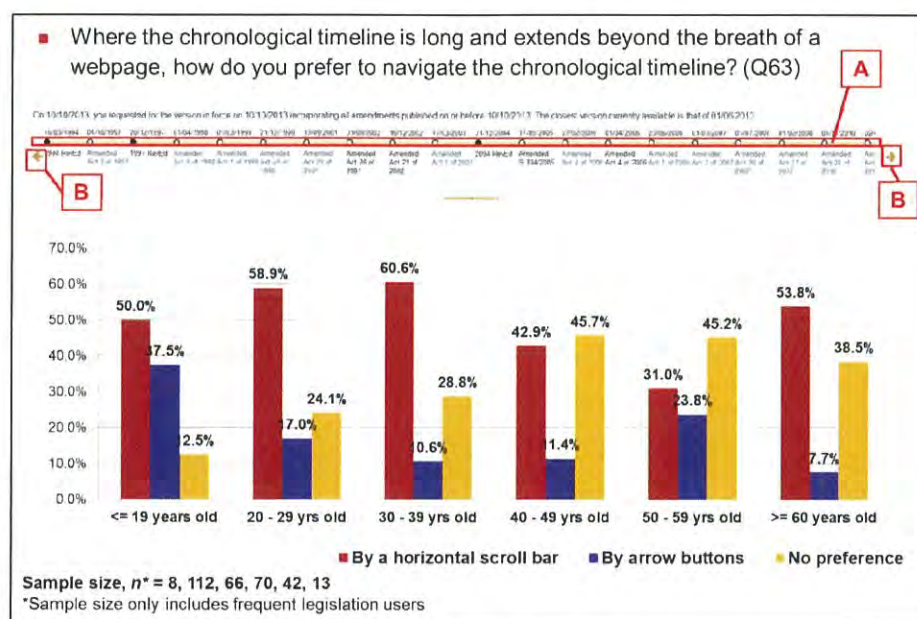


Figure 9.17

9.12 Use of “any”

The frequent legislation users aged 40 years old and above prefer the use of “a”, while aged below 40 years old prefer the use of “any”. See Figure 9.18 for a detailed breakdown of the test results.

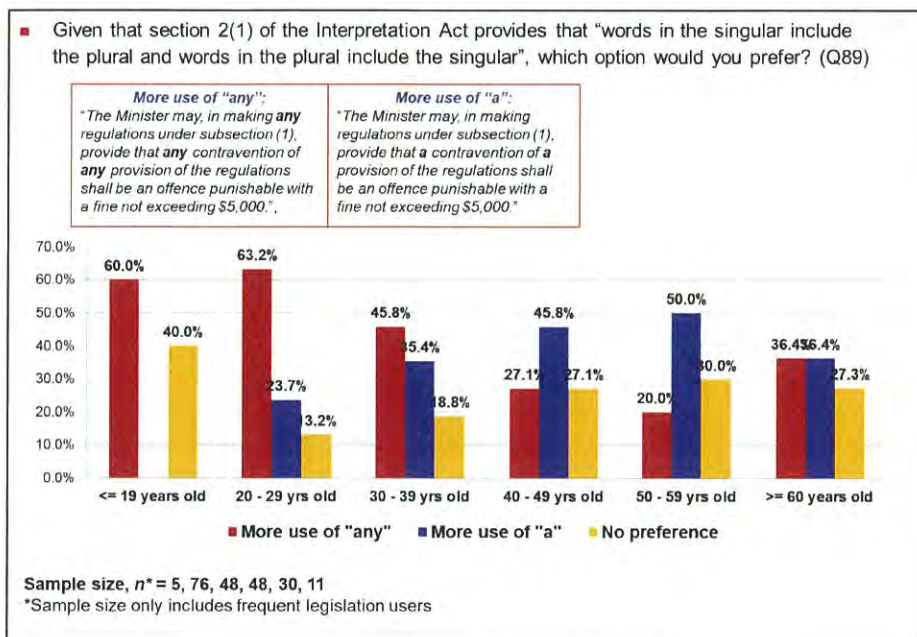


Figure 9.18

CHAPTER 10: CONCLUSION

In general, most of the respondents were receptive to the suggested changes in the legislation. There were many similar preferences in the choices of areas explored in this survey among the frequent legislation, moderate, and infrequent legislation users. However, there were differences between these three groups in the following areas:

1. Seeing section headings phrased as questions

Most of the respondents in the moderate and infrequent legislation users preferred section headings phrased as questions, while most in frequent legislation users group do not.

2. Using of graphics and flow charts

Majority of the respondents in all three groups preferred the use of graphic and flow charts. However, the frequent legislation users were less receptive (with higher non-favourability of 16.4%) to this as compared to the moderate and infrequent legislation users (with non-favourability of less than 8.0%).

3. Perception of the use of graphics and flow charts

The majority of the frequent legislation users felt that the use of graphics and flow charts make the legislative text appear amateurish and less legalistic as compared to the moderate and infrequent legislation users.

4. Gender neutral drafting

While the moderate and infrequent legislation users preferred gender neutral drafting, there was no significant preference amongst the frequent legislation users.

5. Difference in phrases

The majority of the frequent legislation users perceived the use of the words “*shall*” and “*must*”, “*has*” and “*shall have*”, as well as “*shall be*” and “*is*” as having the same meanings. However, the moderate and infrequent legislation users perceived the words as having different meanings.

6. Font choice

The majority of the frequent legislation users preferred Times New Roman, while most of the moderate and infrequent legislation users preferred Arial.

7. Method to locate a legislation

While the more than half of the moderate and infrequent legislation users preferred using the search engine to locate an online legislation, most frequent legislation users preferred browsing through the alphabetical listing to locate it.

For frequent legislation users, the survey results have shown that there are some correlations between the responses for some questions and the age groups of the frequent legislation users. The following table shows the differences of preference and perceptions in the age groups.

Areas	Tendencies	More prevalent* in following age groups: <i>*Chosen by highest proportion of respondents</i>
Aids to Understanding		
Proportion	Preferring sentence descriptions	19 years old and below; 60 years old and above
	Preferring formula descriptions	20 – 59 years old
Use of graphics & flow charts	Perceived that they would be useful	Below 50 years old
	Perceived that they would not be useful	50 years old and above
	Perceived that it would not make the legislative provisions appear amateurish and less legalistic	Below 30 years old; 40 years old and above
	Perceived that it would make the legislative provisions appear amateurish and less legalistic	30 – 39 years old
Words, Phrases, Expressions, Numbers		
Gender neutral drafting	Preferred non-gender neutral drafting	Below 50 years old
	Preferred gender neutral drafting	50 years old and above
Multiple paragraphs in a subsection	Preferred having double sandwich clause	Below 20 years old
	Preferred having multiple paragraphs	20 years old and above
Drafting in present tense	Perceived “has” and “shall have” to have different meanings	Below 20 years old
	Perceived “has” and “shall have” to have the same meaning	20 years old and above
Use of “any” and “a”	Preferred more use of “any”	Below 40 years old
	Preferred more use of “a”	40 years old and above
Layout & Document Design		
Text alignment	Preferred justified text	Below 40 years old
	Preferred left-aligned text	40 years old and above
Font size	Preferred having the texts in all parts of the legislation in different font size	Below 50 years old
	Preferred having the texts in all parts of the legislation in one font size	50 years old and above
Amending Legislation		
Amending legislation	Preferred more elaborative description of the amending legislation	Below 30 years old
	Preferred less elaborative description of the amending legislation	30 years old and above
Online Legislation Database		
Devices to access online legislation database	Preferred to use smartphones (other than desktops/ notebooks)	Below 30 years old
	Preferred to use tablets (other than desktops/ notebooks)	30 years old and above
Arrangement of online database	More favourable towards chronological display of online database	Below 20 years old
	Less favourable towards chronological display of online database	20 years old and above
Chronological timeline	Had less “no preference” in the method of navigating	Below 40 years old
	Had more “no preference” in the method of navigating	40 years old and above

For the online legislation database, the most common suggestions from the frequent legislation users were providing accessibility to different versions of legislation (20.2%), enabling reproduction of data without loss of formatting (12.6%), and improving the user-friendliness of website display and interface (11.8%).

To modernise the legislative drafting practise and improve the readability of the laws, the most common suggestions from the frequent legislation users were using plain language for legislation (36.8%), using shorter sentences, punctuations, and bullet points (26.5%), and using graphic organisers, illustrations, and case studies (13.2%).

In implementing the results of the survey, AGC LLRD has to change some of their current procedures and practices. However, there are some points that AGC LLRD may need to consider:

Feasibility of the changes

AGC LLRD may want to assess whether some changes (such as: adding case studies, writing in simpler English, etc.) are feasible to be done in order to aid the understanding of the legislation. At the same time, AGC LLRD should cautiously evaluate if any changes results in ambiguous interpretation of the legislation.

Display and interface of online legislation database

Based on the survey results, better user-friendliness of the online legislation database was desirable by many stakeholder groups. AGC LLRD may work on improving the display and interface without compromising the accuracy of the legislation and speed of the website.

Communication of the changes

For any changes that are to be made, AGC LLRD might communicate the changes to all relevant stakeholders and explain the rationales behind the changes. This is to avoid misunderstanding and to gain better acceptance from all stakeholders. The feedback of the survey respondents may be taken into account in improving and modernising the Singapore statute books, online and hardcopy. In implementing the results of the survey, AGC LLRD may have to change some of their current procedures and practices. This may require additional time, resources and manpower.

APPENDIX: QUESTIONNAIRE

INFORMATION ABOUT YOU (PART A – COMPULSORY)

This part of the survey should take no more than 5 minutes of your time. You may save your response and return to it at any time.

Q1 Type of stakeholder

Please indicate which group of stakeholder you fall within by indicating in the relevant box below. *You can choose more than one.*

- | | |
|--|---|
| ☐ General public | ☐ Librarian |
| ☐ Judiciary (<i>i.e. judges, judicial officers</i>) | ☐ Parliamentarian |
| ☐ Law academia | ☐ Public administrator/ regulator (<i>i.e. civil servants</i>) |
| ☐ Legal professional (<i>i.e. advocate and solicitor, DPP, legal officer, in-house counsel</i>) | ☐ Student (Law related) |
| | ☐ Student (Non-law related) |

Q2 Your age

Please let us know your age. [SR]

- | | |
|---|---|
| ☐ 19 years old & below | ☐ 40 – 49 years old |
| ☐ 20 – 29 years old | ☐ 50 – 59 years old |
| ☐ 30 – 39 years old | ☐ 60 years old & above |

Q3 Your education

What is your highest education qualification? [SR]

☐ Primary

☐ Secondary

☐ Post-secondary (i.e. ITE, JC) or Polytechnic

☐ University degree

☐ Post-graduate

☐ Others, please specify: _____

Q4 Use of written legislation

How often do you use the **written legislation** (i.e. in printed or PDF format)?

☐ Almost daily

☐ Regularly (few times a month)

☐ Occasionally (few times a year)

☐ Rarely (once in a few years)

☐ Never

Q5 Use of online legislation

How often do you use the online legislation (i.e. Singapore Statutes Online)?

☐ Almost daily

☐ Regularly (few times a month)

☐ Occasionally (few times a year)

☐ Rarely (once in a few years)

☐ Never

Q6 Optional email address

We would like to contact some respondents to ask some questions in greater detail.

This is entirely optional. If you want to be contacted, please give your details below:

Name : _____

Email address : _____

AIDS TO UNDERSTANDING (PART A – COMPULSORY)

This Part asks questions about the use of defined words, formulae and other aids to understanding in our written laws (printed or PDF version). This part of the survey may take about 20 minutes of your time. You may save your response and return to it at any time.

Defined words

Q7 Would you find it useful for defined words to be highlighted on legislation in some way (i.e. in **bold**, *italic*, or ***bold italic***) to indicate that the words have been defined?

☐ Yes ☐ No ☐ No preference

Note: Legislation typically contains defined words, either applicable throughout the legislation or for the purposes of a particular part or section.

[Q7a to be answered for those who choose “Yes” in Q7, else skip to Q8]

Method of highlighting

Q7a Which method of highlighting would you prefer?

☐ Highlighting defined words in **bold**, e.g.:

“Every **employee** shall be allowed in each week a rest **day** without pay of one whole **day** which shall be Sunday or such other **day** as may be determined from time to time by the **employer**.”

☐ Highlighting defined words in *italic*, e.g.:

“Every *employee* shall be allowed in each week a rest *day* without pay of one whole *day* which shall be Sunday or such other *day* as may be determined from time to time by the *employer*.”

☐ Highlighting defined words in ***bold and italic***, e.g.:

“Every ***employee*** shall be allowed in each week a rest Day without pay of one whole ***day*** which shall be Sunday or such other ***day*** as may be determined from time to time by the ***employer***.”

☐ Others, please specify, if any: _____

Explanatory statements in subsidiary legislation

An explanatory statement sets out how a legislative instrument is intended to operate, and may go into the details of individual provisions.

Example of an explanatory statement for a Bill:

“This Bill seeks to amend the Motor Vehicles (Third-Party Risks and Compensation) Act (Cap. 189) for the following main purposes:

(a) to modify the functions and duties of the Public Trustee under the Act;

(b) to provide for the direct payment of compensation in respect of personal injury or death arising from a motor accident to the person entitled to the benefit of the compensation in certain cases;”

In Singapore, explanatory statements are only provided for Bills; explanatory statements are currently not provided for subsidiary legislation.

Q8 Would it be useful to have explanatory statements for subsidiary legislation?

☐ Yes ☐ No ☐ No preference

Note : “Bill” is a proposed law under consideration by Parliament. “Subsidiary Legislation” includes regulations, rules, order in council, by-law, etc.

Sections headings phrased as questions

This section is about how headings should be phrased, whether phrased as statement (Set A) or as question (Set B).

Set A (Header phrased as statement)	Set B (Header phrased as question)
“Requirements for application for licence”	“What are the requirements to apply for a licence?”
“Registration as an architect”	“Who can register as an architect?”
“Exceptions to registration”	“What exceptions for regulations apply?”

Q9 Would you like to see section headings phrased as questions?
☐ Yes ☐ No ☐ Neutral

Notes: The examples are the hypothetical sets of headings to a section in an Act

“Outline clause”, “overview clause” and “purpose clause”

In this section, we wish to find out whether you favour the use of “outline clauses”. An “outline clause” gives readers an outline of the whole Act, part of an Act or a specified section.

Example of an outline clause from section 2 of the Companies Act (Cap. 50)

“Division into Parts

2. This Act is divided into Parts, Divisions and Subdivisions as follows:

Part I
sections 1-7A

... Preliminary
Sections 1-7A.

Part II
sections 8-16

... Administration of this Act
sections 8-16.

Part III
Constitution of Companies
sections 17-42A

... Division 1 — Incorporation
sections 17-22.
Division 2 — Powers
sections 23-42A.

Part IV
Shares, Debentures and Charges
sections 2-141

... Division 1 — Prospectuses sections 2-56.

... Division 2 — Restrictions on allotment and commencement of
business sections 57-62.

... Division 3 — Shares sections 62A-78.

Q10 Are you in favour of **outline clauses** being used in our legislation?

☐ Yes

☐ No

☐ No preference

Q11 If no, would the existing table of contents for new Acts suffice?

☐ Yes

☐ No

☐ No preference

Q12 Please give your reason, if any: _____

“Outline clause”, “overview clause” and “purpose clause”

In this section, we wish to find out whether you favour the use of “overview clauses” for each Part.

The following is an example of an overview clause.

Section 7 of the Commonwealth Maritime Powers Act 2013

“7 Guide to this Act

This Act provides a broad set of enforcement powers for use in, and in relation to, maritime areas. Most of these powers are set out in Part 3.

The powers can be used by maritime officers to give effect to Australian laws and international agreements and decisions.

The following are maritime officers:

- (a) Customs officers;
- (b) members of the Australian Defence Force;
- (c) members of the Australian Federal Police;
- (d) other persons appointed by the Minister.

An authorisation is necessary to begin the exercise of powers in relation to a vessel, installation, aircraft, protected land area or isolated person. The only exceptions are the exercise of aircraft identification powers and the exercise of powers to ensure the safety of persons.

Once an authorisation is in force, maritime officers can exercise powers for a range of purposes.

In accordance with international law, the exercise of powers is limited in places outside Australia.”

Q13 Are you in favour of **overview clauses** being used in our legislation? ☐ Yes ☐ No ☐ No preference

Q14 Please give your reason, if any: _____

“Outline clause”, “overview clause” and “purpose clause”

In this section, we wish to find out whether you favour the use of “purpose clauses”.

The following is an example of a purpose clause.

11.—(1) The purpose of this Part is to ensure that —

- (a) toxic chemicals and their precursors are only used, developed, produced, acquired, stockpiled, retained, or transferred for permitted purposes;
- (b) the Director-General has knowledge of dealings with chemicals that facilitates the making of Singapore’s periodic declarations under the Convention; and
- (c) Singapore is otherwise able to fulfil its obligations under the Convention.

(2) Any power under this Part may be exercised only for that purpose.”

Q15 Are you in favour of purpose clauses being used in our legislation? ☐ Yes ☐ No ☐ No preference

Q16 Please give your reason, if any: _____

Proportion

In this section, we wish to find out whether “proportions” in our legislation should be described in a sentence or illustrated in a formula.

Option A (Described in a sentence)

“Any member eligible to receive a disability award under regulation x in the case of total disability may, if he suffers partial disability, be awarded such proportion of the compensation equivalent to the lump sum calculated for permanent total incapacity under the Schedule as the degree of disablement bears to total disablement.”

Option B (Illustrated in formula)

“Any member eligible to receive a disability award under regulation x in the case of total disability may, if he suffers partial disability be awarded compensation calculated as follows:

Degree of disability	x	Lump sum calculated for permanent total
Total disability		disability under the Schedule.”

Q17 Which option would you prefer?

☐ Option A (Described in a sentence)

☐ Option B (Illustrated in formula)

☐ No preference

Calculation in steps

Q18 Would having calculations expressed in the form of steps be useful in our legislation?

☐ Yes

☐ No

☐ No preference

Example of calculation in steps:

“(3) Work out your income tax for the *financial year as follows:	
	$\text{Income tax} = \left(\text{Taxable income} \times \text{Rate} \right) - \text{Tax offsets}$
<i>Method statement</i>	
Step 1. Work out your taxable income for the income year.	To do this, see section 4 15.
Step 2. Work out your basic income tax liability on your taxable income using:	
(a) the income tax rate or rates that apply to you for the income year; and	
(b) any special provisions that apply to working out that liability.	
	See the <i>Income Tax Rates Act 1986</i> and section 4 25.
Step 3. Work out your tax offsets for the income year. A tax offset reduces the amount of income tax you have to pay.	
	For the list of tax offsets, see section 13-1.
Step 4. Subtract your *tax offsets from your basic income tax liability. The result is how much income tax you owe for the *financial year.	

Note: The example is a provision setting out how income tax is to be calculated in steps. It is from section 4.10(3) of the Commonwealth of Australia Income Tax Assessment Act 1997.

Procedure in steps

Q19 Would having a procedure expressed in the form of steps be useful in our legislation?

☐ Yes ☐ No ☐ No preference

Hypothetical example of procedure in steps:

Grievance procedure

10. The following procedures apply in respect of a grievance by an employee against his employer

Step 1: Statement of grievance

(1) The employee must set out the grievance in writing and send the statement of the grievance to the employer.

Step 2: Meeting

(2)(a) The employer must invite the employee to attend a meeting to discuss the grievance.

(b) The meeting must take place within 21 days after the employer receives the statement of grievance.

(c) The employee must take reasonable steps to attend the meeting.

(d) After the meeting, the employer must inform the employee of his response to the employee's grievance.

Step 3:

(3)(a) If the employee wishes to appeal, he must inform his employer.

(b) If the employee wishes to appeal, the employer must invite him to attend a further meeting

(c) The further meeting must take place within 7 days after the date on which the employer is informed of the employee's intention to appeal.

(c) The employee must take reasonable steps to attend the meeting.

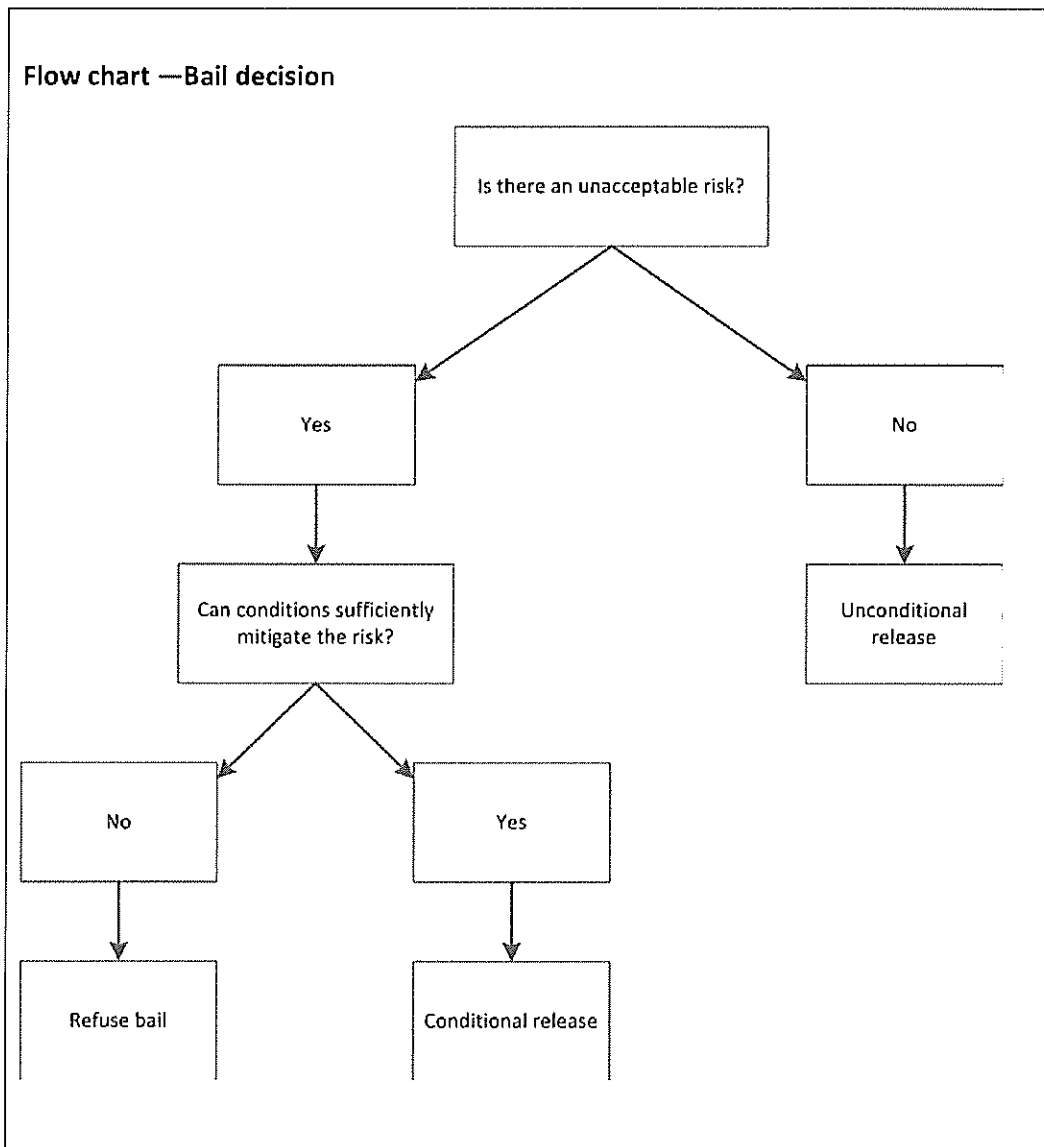
(d) After the meeting, the employer must inform the employee of his final decision.

Use of graphics and flow-charts

Q20 Would it be useful to use graphics and flow charts to provide guidance as to how a legislative provision should operate?

☐ Yes ☐ No ☐ No preference

Example of a flow chart:



Note: The example is taken from a flow chart used in section 16 of the New South Wales Bail Act 2013 which shows the key features of a bail decision for an offence

Q21 Would the use of graphics and flow-charts in legislative provisions make the legislative provisions appear amateurish and less legalistic?

☐ Yes ☐ No ☐ Neutral

Headers**Q22**

Currently, the numbering of legislative provision is not shown in the header on each page of our Acts and subsidiary legislation. Would you prefer that the numbering of the legislative provision be shown in the header on each page of our Acts and subsidiary legislation?

Please see example below.

Header showing numbering of legislative provision.	ss. 3, 4
	2013 Ed.
2	CAP. 111A
	<i>Foreign Limitation Periods</i>

(3) The law of Singapore shall determine for the purposes of any law applicable by virtue of subsection (1)(a) whether, and the time at which, proceedings have been commenced in respect of any matter.

(4) A court in Singapore, in exercising in pursuance of subsection (1)(a) any discretion conferred by the law of any other country, shall so far as practicable exercise that discretion in the manner in which it is exercised in comparable cases by the courts of that other country.

☐ Yes

☐ No

☐ No preference

WORDS, PHRASES, EXPRESSIONS AND NUMBERS (PART A – COMPULSORY)

This Part asks questions about how certain words, phrases, expressions and numbers are used in our written laws. We are interested to find out how clarity can be improved. This part of the survey may take about 10 minutes of your time. You may save your response and return to it at any time.

Gender neutral drafting

Gender neutral drafting refers to a style of drafting where gender-specific pronouns (such as “he”) are avoided. In gender neutral drafting, nouns that appear to assume that a man rather than a woman will hold a particular office (such as “chairman”) are also avoided.

<u>Option A</u> (Non-gender neutral drafting)	<u>Option B</u> (Gender neutral drafting)
“No person shall operate a lorry loader unless — (a) he has successfully completed a training course, acceptable to the Commissioner, on the operation of a lorry loader;”	“No person shall operate a lorry loader unless — (a) the person has successfully completed a training course, acceptable to the Commissioner, on the operation of a lorry loader;”

Q23 Which option do you prefer?

☐ Option A (Non-gender neutral drafting)

☐ Option B (Gender neutral drafting)

☐ No preference

Q24 Please specify your reason, if any: _____

Note: The example is taken from Regulation 5(4)(a) of the Workplace Safety and Health (Operation of Cranes) Regulations 2011

“Must”, “shall”

Statement A: “A driver of a vehicle **shall** stop the vehicle when directed to by a police officer.”

Statement B: “A driver of a vehicle **must** stop the vehicle when directed to by a police officer.”

Q25 Is there a difference in meaning between Statement A and Statement B?

☐ Yes ☐ No ☐ Not sure

Numbers

Q26 In legislation containing references to more than one schedule, which labels do you find more readable?

☐ Phrase A : *First Schedule, Second Schedule*
☐ Phrase B : *Schedule 1, Schedule 2*
☐ No preference

Q27 In legislation divided into different parts, which expression do you find more readable?

☐ Roman numerals (i.e.: *Part XIX*)
☐ Arabic numerals (i.e.: *Part 19*)
☐ No preference

Dates

Q28 In terms of the writing of dates in legislation, which expression would you prefer?

- ☐ Expression A : *21 July 2013, 2 February 1988, 23 October 1972, 11 March 1991*
- ☐ Expression B : *21st July 2013, 2nd February 1988, 23rd October 1972, 11th March 1991*
- ☐ No preference

Sandwich clauses

Q29 Which one of the following texts do you find easier to read and understand?

☐ Text A ☐ Text B ☐ Text C ☐ No preference

<u>Text A</u>	“10. Any person who — (a) fails to comply with a notice to provide information under section 9; or (b) in purported compliance with the notice, knowingly or recklessly furnishes any information that is false or misleading in a material particular, shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$10,000.”
<u>Text B</u>	“10. A person shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$10,000 if he — (a) fails to comply with a notice to provide information under section 9; or (b) in purported compliance with the notice, knowingly or recklessly furnishes any information that is false or misleading in a material particular.”
<u>Text C</u>	“10.—(1) A person commits an offence if — (a) he fails to comply with a notice to provide information under section 9; or (b) he, in purported compliance with the notice, knowingly or recklessly furnishes any information that is false or misleading in a material particular. (2) A person who is guilty of an offence under subsection (1) shall on conviction be liable to a fine not exceeding \$10,000.”

Multiple paragraphs in a subsection

Q30 Which option do you find easier to read and understand?

☐ Option A

☐ Option B

☐ No preference

<u>Option A</u>	<u>Option B</u>
“(1) Where it is shown to the satisfaction of a Magistrate that entry into any conveyance in Singapore is reasonably required by the Authority for the purpose of this Act, but — (a) entry has been refused; (b) entry is opposed or prevented; or (c) in a case where the conveyance is unoccupied, entry cannot be obtained or a notice required by this Act cannot be served without undue delay or difficulty, the Magistrate may, by warrant, authorise — (i) an officer of the Authority; (ii) any police officer; or (iii) any civil defence officer, to enter the conveyance, using such force as may be necessary.”	“(1) A Magistrate may by warrant authorise — (a) an officer of the Authority; (b) any police officer; or (c) any civil defence officer, to enter any conveyance in Singapore, using such force as may be necessary in the circumstances described in subsection (2). (2) A warrant may be issued under subsection (1) where it is shown to the satisfaction of a Magistrate that entry into a conveyance in Singapore is reasonably required by the Authority for the purpose of this Act, but — (a) entry has been refused; (b) entry is opposed or prevented; or (c) in a case where the conveyance is unoccupied, entry cannot be obtained or a notice required by this Act cannot be served without undue delay or difficulty.”

Drafting in the present tense

Q31 In your opinion, is the meaning of Option A and B the same?

☐ Same ☐ Different ☐ Not sure

<u>Option A</u>	<u>Option B</u>
“The Authority has power to do x.”	“The Authority shall have power to do x.”

Q32 In your opinion, is the meaning of Option C and D the same?

☐ Same ☐ Different ☐ Not sure

<u>Option C</u>	<u>Option D</u>
“A person who meets the prescribed requirements shall be eligible to be registered.”	“A person who meets the prescribed requirements is eligible to be registered.”

Use of the possessive

Q33 Is the meaning of Option 1 and 2 the same?

☐ Same ☐ Different ☐ Not sure

<u>Option 1</u>	<u>Option 2</u>
“the payment of gratuities and other benefits to employees of the Authority ”	“the payment of gratuities and other benefits to the Authority’s employees ”

Note: The example is taken from Section 102(2)(c) of the Civil Aviation Authority of Singapore Act 2009

LAYOUT AND DOCUMENT DESIGN (PART A – COMPULSORY)

This Part asks questions about the layout and document design of our written laws that are printed on paper. We ask these questions because our online legislation database will in future contain PDF versions of the paper text. We believe that improving the layout and document design will contribute positively towards the readability and clarity of our written laws (printed and PDF format). This part of the survey should take no more than 10 minutes of your time. You may save your response and return to it at any time.

Page size

Q34 Which paper size do you prefer for our Bills, Acts and Subsidiary Legislation publication to be prepared on?

- ☐ A4 size paper (210 x 297 mm)
- ☐ B4 size paper (250 x 353 mm)
- ☐ B5 size paper (250 x 176 mm) (current paper size)
- ☐ No preference (No difference between the three paper sizes)

Note: “Act” means an Act of the Parliament of Singapore. “Bill” is a proposed law under consideration by Parliament. “Subsidiary Legislation” means any order in council, proclamation, rule, regulation, order, notification, by-law or other instrument made under any Act, Ordinance or other lawful authority and having legislative effect.

Text alignment

Q35 Which text alignment do you find more readable?

☐ Text 1 (Justified text)

☐ Text 2 (Left-aligned text)

☐ No preference

Text 1: Justified text

9. In the case of every child born alive, the father and mother of the child, and the occupier of the house in which to his knowledge the child is born, and each person present at the birth and the person having charge of the child and, if the birth occurs in a ship or vessel, the master or other person having charge of the ship or vessel shall, within 14 days after the birth has taken place, furnish to any deputy registrar of the local registration area within which the birth has occurred, the particulars of the same in the prescribed form, and shall certify to the correctness of such information by signing his name in the prescribed place on the form.

(Registration of Births and Deaths Act, section 9)

Text 2: Left-aligned text

9. In the case of every child born alive, the father and mother of the child, and the occupier of the house in which to his knowledge the child is born, and each person present at the birth and the person having charge of the child and, if the birth occurs in a ship or vessel, the master or other person having charge of the ship or vessel shall, within 14 days after the birth has taken place, furnish to any deputy registrar of the local registration area within which the birth has occurred, the particulars of the same in the prescribed form, and shall certify to the correctness of such information by signing his name in the prescribed place on the form.

(Registration of Births and Deaths Act, section 9)

Note: The text is taken from section 9 of the Registration of Births and Deaths Act.

Font choice

Q36 Which font type do you find more readable?

☐ Times New Roman

☐ Arial

☐ No preference

Times New Roman, size 13

3.—(1) The proper authority may from time to time by notice require a person subject to this Act to report for registration and for fitness examination for the purposes of service under this Act.

(2) A person required to report for registration and fitness examination under subsection (1) shall report to the proper authority at such date, time and place as may be specified in the notice and shall attend from day to day until duly registered and examined.

Note: The text is taken from section 3 of the Enlistment Act.

Arial, size 13

3.—(1) The proper authority may from time to time by notice require a person subject to this Act to report for registration and for fitness examination for the purposes of service under this Act.

(2) A person required to report for registration and fitness examination under subsection (1) shall report to the proper authority at such date, time and place as may be specified in the notice and shall attend from day to day until duly registered and examined.

Font size

Q37 Which font size do you find more readable?

☐ 13 ☐ 12 ☐ 11 ☐ 10 ☐ No preference

Font size 13 35.—(1) Except as otherwise provided in this Act, no person shall drive a motor vehicle of any class or description on a road unless he is the holder of a driving licence authorising him to drive a motor vehicle of that class or description.	Font size 11 35.—(1) Except as otherwise provided in this Act, no person shall drive a motor vehicle of any class or description on a road unless he is the holder of a driving licence authorising him to drive a motor vehicle of that class or description.
--	--

Font size 12 35.—(1) Except as otherwise provided in this Act, no person shall drive a motor vehicle of any class or description on a road unless he is the holder of a driving licence authorising him to drive a motor vehicle of that class or description.	Font size 10 35.—(1) Except as otherwise provided in this Act, no person shall drive a motor vehicle of any class or description on a road unless he is the holder of a driving licence authorising him to drive a motor vehicle of that class or description.
--	--

Note: The text is taken from section 35 of the Road Traffic Act.

We use different font sizes in our legislation. For example, the main text in a legislation uses font size 13 while a schedule to the legislation uses a smaller font size of 11.

Q38 Would you prefer the text in all parts of our legislation (including title, main text, heading, schedule) to use only one font size?

☐ Yes ☐ No ☐ No preference

Line spacing

This Part asks about the line spacing of the text used in our written laws that are printed on paper. Line spacing refers to the vertical distance between lines of text.

Q39 Which line spacing do you find more readable?

- ☐ Box 1 – Line spacing 12 points
- ☐ Box 2 – Line spacing 13 points
- ☐ No preference

Box 1 – Line spacing 12 points

3.—(1) No person shall operate or take part in the management of a child care centre except under the authority of and in accordance with the terms and conditions of a licence issued by the Director.

(2) If a child care centre is not licensed or is used otherwise than in accordance with the terms and conditions of its licence, any person who operates or takes part in the management of the child care centre shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 or to imprisonment for a term not exceeding 2 years or to both.

Box 2 – Line spacing 13 points

3.—(1) No person shall operate or take part in the management of a child care centre except under the authority of and in accordance with the terms and conditions of a licence issued by the Director.

(2) If a child care centre is not licensed or is used otherwise than in accordance with the terms and conditions of its licence, any person who operates or takes part in the management of the child care centre shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 or to imprisonment for a term not exceeding 2 years or to both.

Note: The text is taken from section 3 of the Child Care Centres Act.

Paragraphs Style

Q40 Which paragraph do you find more readable?

☐ Box 1 – Wider first-line indent

☐ Box 2 – Narrower first-line indent

☐ No preference

Box 1 – Wider first-Line Indent

3.—(1) No person shall operate or take part in the management of a child care centre except under the authority of and in accordance with the terms and conditions of a licence issued by the Director.

(2) If a child care centre is not licensed or is used otherwise than in accordance with the terms and conditions of its licence, any person who operates or takes part in the management of the child care centre shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 or to imprisonment for a term not exceeding 2 years or to both.

Note: The text is taken from section 3 of the Child Care Centres Act.

Box 2 – Narrower first-line indent

3.—(1) No person shall operate or take part in the management of a child care centre except under the authority of and in accordance with the terms and conditions of a licence issued by the Director.

(2) If a child care centre is not licensed or is used otherwise than in accordance with the terms and conditions of its licence, any person who operates or takes part in the management of the child care centre shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 or to imprisonment for a term not exceeding 2 years or to both.

Paragraphs Style

Q41 Which style do you find more readable?

- ☐ Box 1 – No hanging indent
- ☐ Box 2 – Hanging indent
- ☐ No preference

Box 1 – No Hanging Indent

3.—(1) No person shall operate or take part in the management of a child care centre except under the authority of and in accordance with the terms and conditions of a licence issued by the Director.

(2) If a child care centre is not licensed or is used otherwise than in accordance with the terms and conditions of its licence, any person who operates or takes part in the management of the child care centre shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 or to imprisonment for a term not exceeding 2 years or to both.

Note: The text is taken from section 3 of the Child Care Centres Act.

Box 2 – Hanging Indent

3.—(1) No person shall operate or take part in the management of a child care centre except under the authority of and in accordance with the terms and conditions of a licence issued by the Director.

(2) If a child care centre is not licensed or is used otherwise than in accordance with the terms and conditions of its licence, any person who operates or takes part in the management of the child care centre shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 or to imprisonment for a term not exceeding 2 years or to both.

Space between Paragraphs

Q42 To indicate a new section in our legislation, do you find normal spacing or wider spacing improves readability?

- ☐ Box 1 – Normal spacing (currently used)
- ☐ Box 2 – Wider spacing
- ☐ No preference

Box 1 – Normal Spacing (After: 12 pt)

Interim order for protection of debtor's property

5. The court may, upon an examination under this Part, make any interim order which it may consider expedient for the protection of any property appearing likely to be available for the discharge of the judgment debt.

Powers of court on examination

6.—(1) On the conclusion of the examination, the court may commit the debtor to the civil prison for a term which may extend to 6 weeks or until earlier payment of the judgment debt, or may order that the judgment debt be paid by instalments of such amount and at such times as it thinks fit.

Box 2 – Wider Spacing (After : 24 pt)

Interim order for protection of debtor's property

5. The court may, upon an examination under this Part, make any interim order which it may consider expedient for the protection of any property appearing likely to be available for the discharge of the judgment debt.

Powers of court on examination

6.—(1) On the conclusion of the examination, the court may commit the debtor to the civil prison for a term which may extend to 6 weeks or until earlier payment of the judgment debt, or may order that the judgment debt be paid by instalments of such amount and at such times as it thinks fit.

Note: The text is taken from sections 5 and 6(1) of the Debtor Act.

AMENDING LEGISLATION (PART A – COMPULSORY)

This Part asks questions about how amendments to legislation are described. This part of the survey should take no more than 5 minutes of your time. You may save your response and return to it at any time.

5.1 Amending language

Please indicate your preference for amending language to be used in the legislation.

No.	Option 1	Option 2	Option 3	Which option do you prefer?
Q43	Section 3 of the principal Act is repealed.	Delete section 3.	Repeal section 3.	☐ Option 1 ☐ Option 2 ☐ Option 3 ☐ No preference
Q44	Regulation 2 of the principal Regulations is deleted.	Delete regulation 2.	Revoke regulation 2.	☐ Option 1 ☐ Option 2 ☐ Option 3 ☐ No preference
Q45	Section 3 of the principal Act is amended by deleting the word "prices".	In section 3, delete "prices".	In section 3, omit "prices".	☐ Option 1 ☐ Option 2 ☐ Option 3 ☐ No preference
Q46	Section 3 of the principal Act is amended by deleting the word "prices" and substituting the word "fees".	In section 3, for "prices" substitute "fees".	In section 3, replace "prices" with "fees".	☐ Option 1 ☐ Option 2 ☐ Option 3 ☐ No preference

Q47	Section 3 of the principal Act is amended by deleting paragraph (a) and substituting the following paragraph: “(a) XXX”.	In section 3, for paragraph (a) substitute: “(a) XXX”.	Replace section 3(a) with: “XXX”.	☐ Option 1 ☐ Option 2 ☐ Option 3 ☐ No preference
Q48	Section 3 of the principal Act is amended by inserting, immediately after the word “prices”, the word “fees”.	In section 3, after “prices” insert “fees”.	In section 3, after “prices”, add “fees”.	☐ Option 1 ☐ Option 2 ☐ Option 3 ☐ No preference
Q49	The principal Act is amended by inserting, immediately after section 3, the following section: “XXX”.	After section 3, insert: “XXX”.	After section 3, insert “XXX”.	☐ Option 1 ☐ Option 2 ☐ Option 3 ☐ No preference
Q50	Section 3 of the principal Act is deleted and the following regulation substituted therefor: “XXX”	For section 3 substitute: “XXX”.	Replace section 3 with “XXX”.	☐ Option 1 ☐ Option 2 ☐ Option 3 ☐ No preference

ONLINE LEGISLATION DATABASE (PART A – COMPULSORY)

This Part asks questions about our **online legislation database**, Singapore Statutes Online (statutes.agc.gov.sg). This part of the survey may take about 10 minutes of your time. You may save your response and return to it at any time.

Device

We are interested to find out what device you use to access our online legislation database.

Q51 Which device(s) do you use to access the online legislation database? *You may choose more than one answer.*

- ☐ Desktop/ Notebook
☐ Tablet
☐ Smartphone
☐ Others: _____

Q52 Which device do you **prefer** to use the **most** to access our online legislation database? *Please choose only one answer.*

- ☐ Desktop/ Notebook
☐ Tablet
☐ Smartphone
☐ Others: _____

“Sticky”

For our online version of the legislation database, the title and chapter number of the Act are available only at the top of the web page. The title and chapter number move off view when you scroll down the web page.

Q53 Would you prefer the title and chapter number of the Act be “sticky” and remain in view when you scroll down the web page?

☐ Yes ☐ No ☐ No preference

Q54 Is it important that when you view an Act, there is an indicator at the top of the web page showing the Part and section number you are viewing?

☐ Important ☐ Not important ☐ No preference

Arrangement of online Acts and Subsidiary Legislation

This section asks about how our Acts and Subsidiary Legislation are displayed online. Today, all Acts and Subsidiary Legislation are displayed alphabetically with an option for them to be displayed chronologically. Each legislation is assigned a Chapter number or Subsidiary Legislation number after it is revised by the Law Revision Commissioners.

Q55 How do you prefer the Acts and Subsidiary Legislation to be displayed online?

☐ Alphabetically
☐ Chronologically
☐ Others: _____

Chapter numbers for Acts

This next section asks specifically about the usefulness of Chapter number for our online legislation. Currently, an Act is assigned a Chapter number only after it has been revised by the Law Revision Commissioners. Please indicate the frequency of use of this feature, with 5 as the highest frequency.

Q56 How often do you search online legislation using a Chapter number of an Act, every time you use the online legislation?

- ☐ Almost all the time (100%)
- ☐ Most of the time (75%)
- ☐ About half of the time (50%)
- ☐ Occasionally (25%)
- ☐ Never (0%)
- ☐ Not applicable (do not use online legislation)

Method to locate a legislation

There are currently different methods to search for a legislation in our online legislation. You can use the search engine, alphabetical listing or browse Chapter number of the legislation. Below is a screen shot of the different methods to search in our online legislation.

Search or browse in force legislation (as at

), and browse legislation as published in the Gazette. Use Search or Browse for more advanced capabilities.

☒ Search:

all of these words

?

☒ Current Acts and Subsidiary Legislation
 ☐ Current Acts
 ☐ Current Subsidiary Legislation

☐ Cap. or Act No.

 Subsidiary Legislation No. (if any)

☐ Browse:
 Current Acts

A

B

C

D

E

F

G

H

I

J

K

L

M

N

O

P

Q

R

S

T

U

V

W

X

Y

Z

Constitutional Documents

Interpretation Act

Private Acts

English Acts

Imperial Acts

OR

Cap. or Act No.
 Subsidiary Legislation No. (if any)

Search

Q57 Which method do you prefer to use to locate an online legislation?

- ☐ Using the search engine
- ☐ Browsing the alphabetical listing to locate the short title
- ☐ Browsing the Chapter number

Defined words in online legislation

This next section asks whether defined words in our online legislation should be highlighted and if so, how the definitions should be displayed. For example, the following legislative text is from section 5(1) of the Parking Places Act (Cap. 214):

“No person shall maintain or operate any private parking place for the parking or housing of one or more heavy vehicles unless he is a holder of a valid licence.”

In the Parking Places Act, the words “heavy vehicle”, “parking place”, and “licence” are defined.

Q58 How do you like the defined words in online legislation to be highlighted?

Options	Example:
☐ No highlighting.	“No person shall maintain or operate any private parking place for the parking or housing of one or more heavy vehicles unless he is a holder of a valid licence.”
☐ In different colour .	“No person shall maintain or operate any private parking place for the parking or housing of one or more heavy vehicles unless he is a holder of a valid licence .”
☐ In bold font.	“No person shall maintain or operate any private parking place for the parking or housing of one or more heavy vehicles unless he is a holder of a valid licence .”
☐ In <i>italic</i> font.	“No person shall maintain or operate any private <i>parking place</i> for the parking or housing of one or more <i>heavy vehicles</i> unless he is a holder of a valid <i>licence</i> .”

Hyperlinks

This section asks about features we may introduce in the online layout of our Acts and Subsidiary Legislation to facilitate legibility and comprehension of their content. Some features like hyperlinking defined words to relevant definition provisions can adversely affect usability functions such as browsing speed and printing.

Defined words and hyperlinks

Q59 How do you prefer defined words with hyperlinks to appear when viewing an online Act or Subsidiary Legislation —

- ☐ All defined words with hyperlinks to appear in normal font?
- ☐ All defined words with hyperlinks to appear in highlighted font (underline, italics or bold)?
- ☐ All defined words with hyperlinks to appear in a different colour?

Cross-reference and hyperlinks

Q60 Which of the following would be useful when viewing an online Act or Subsidiary Legislation? You may choose more than one answer.

- ☐ Having a hyperlink to cross-reference provisions within the Act or Subsidiary Legislation itself.
- ☐ Having a hyperlink to cross-reference another Act or Subsidiary Legislation.

Q61 Which of the following would be useful when hyperlinking another Act or subsidiary legislation? You may choose more than one answer

- ☐ Hyperlinking to the Act or Subsidiary Legislation in its entirety.
- ☐ Hyperlinking to the principal provision (e.g. the section or regulation).
- ☐ Hyperlinking to the specific provision (e.g. the paragraph or subsection of the section).

Chronological timeline

In the online version of the legislation database, a chronological timeline showing the legislative history of the relevant legislation is provided at the top of the web page. For example, the chronological timeline for the Road Traffic Act (Cap. 276) is reproduced below. Note that the chronological timeline is arranged such that earlier versions (for example, 15/03/1994 for the Road Traffic Act) appears on the left while the later versions (for example, 01/11/2010 for the Road Traffic Act) appears on the right.

On 10/10/2013, you requested for the version in force on 10/10/2013 incorporating all amendments published on or before 10/10/2013. The closest version currently available is that of 01/06/2013.



This section asks questions about how information on the chronological timeline is to be displayed.

Q62 How important is it for the chronological timeline to be always available at the top of the page?

☐ Important

☐ Not important

☐ No preference

Q63

Where the chronological timeline is long and extends beyond the breath of a webpage, how do you prefer to navigate the chronological timeline?

☐ By a horizontal scroll bar

☐ By arrow buttons

☐ No preference

Q64

How do you prefer the chronological timeline to be displayed?

☐ Later versions on the left

☐ Earlier versions on the left

☐ No preference

Display of online legislation in part or in entirety

Currently, the online legislation is displayed with a table of contents in a left panel and the legislation text in the right panel. The legislation text is displayed in part and not in its entirety. For example, in the display below, only Part I of the Interpretation Act is displayed. If you want to see Part II, you have to click on Part II on the table of contents in the left panel.

The screenshot shows the Singapore Government website. The left panel contains a table of contents for the Interpretation Act (Chapter 1), with Part I highlighted. The right panel displays the text of Part I, which includes the Short Title, Interpretation of certain words and expressions, and the Interpretation of certain words and expressions. The text is displayed in a single column, with the title 'INTERPRETATION ACT (CHAPTER 1)' at the top. The date '(24th December 1965)' is at the bottom right.

Q65

Would you prefer the online legislation to be displayed in its entirety and not by part, when the legislation is first displayed?

☐ In entirety

☐ By parts

☐ No preference

Q66

The display of online legislation in its entirety may affect the performance of the online legislation database. Which one do you prefer the online legislation to be displayed?

☐ In parts, but faster performance

☐ In its entirety, but slower performance

☐ No preference

Print version of online legislation

Currently, a print icon is available when viewing any online version of legislation. Clicking on the print icon produces a print version of the legislation from the online legislation database. The print version includes a Table of Contents.

	Yes	No	Neutral
Q67 Do you need to print the Table of Contents every time you print the online legislation?	☐	☐	☐

Q68 Which of the following would you want to be able to select and print when you print the online legislation? You may choose more than one answer

- | | |
|---|--|
| ☐ Table of Contents | ☐ Selected Schedule |
| ☐ Selected Part | ☐ Legislative Source Key (if any) |
| ☐ Selected Division/ Subdivision | ☐ Legislative History |
| ☐ Selected provision | ☐ Comparative Table (if any) |

Other areas we can improve

Q69 Ensuring data accuracy of the legislation in our online legislation website is important to us. Other than data accuracy, please let us know what other areas in our online legislation website we can improve on. Your feedback is important to us.

OTHER SUGGESTIONS (PART A – COMPULSORY)

Q70 If you have any other suggestions to modernise our legislative drafting practice and improve the readability of our laws, please provide them below.

Thank you for completing Part A of the survey and submitting your valuable response!
Your responses will be kept confidential and will help to improve and modernise the text and design of the Singapore statute book.

If you would like to proceed to Part B of the survey, please click the “Continue with survey” button or else click “End survey”

Aids to understanding (Part B – Optional)

This Part asks questions about the use of defined words, formulae and other aids to understanding in our written laws (printed or PDF version). This part of the survey may take about 20 minutes of your time. You may save your response and return to it at any time.

Acronyms and abbreviations (with appropriate definitions)

Q72 Would you prefer to see greater use of acronyms and abbreviations in legislation if the terms are defined in the legislation?

(e.g.: “SAF” for “Singapore Armed Forces”, “MRT” for “Mass Rapid Transit” or “COE” for “Certificate of Entitlement”)

☐ Yes ☐ No ☐ No preference

Sub-provisions

Currently, the sub-provision for a “section” is described as a “subsection”. However, description for the sub-provisions for “regulation”, “rule”, and “by-law” varies.

Q73 Would you prefer that:

- a sub-provision for a “regulation” should be described as a “sub-regulation”;
- a sub-provision for a “rule” should be described as a “sub-rule”; or
- a sub-provision for a “by-law” should be described as a “sub-by-law”?

☐ Yes (In favour of “sub-regulation”, “sub-rule”, and “sub-by-law” descriptions)
☐ No (Not in favour of above descriptions)
☐ No preference

Notes

Several jurisdictions provide “notes” in their legislation. The purpose of the notes is to provide information to assist in the understanding of the legislation. The note is contained in the red box in the following example:

“5-10 When shortfall interest charge is payable

An amount of * shortfall interest charge that you are liable to pay is due and payable 21 days after the day on which the Commissioner gives you notice of the charge.

Note: Shortfall interest charge is imposed if the Commissioner amends an assessment and the amended assessment results in an increase in some tax payable. For provisions about liability for shortfall interest charge, see Division 280 in Schedule 1 to the *Taxation Administration Act 1953*.”

Notes will not form part of the official text of the legislation and this can be made clear in the legislation.

Q74 Would having such notes, if used appropriately, be helpful?

☐ Yes ☐ No ☐ No preference

Q75 Where would you prefer notes to be located?

☐ Each note to be located near the relevant provision.
☐ All notes to be consolidated and placed at the end of the legislation.

Titles of Regulations, Rules etc. to refer to section headings

The title of the subsidiary legislation may refer to the nature of the exemption or refer to the section under which the exemption is granted. For example:

Option A (nature stated)	Option B (section stated)
Income Tax (Exemption of Income <u>Arising from Funds Managed by Fund Manager in Singapore</u>) Regulations	Income Tax (Exemption of Income <u>under Section 13X</u>) Regulations

Q76 Which option would you prefer?

- ☐ Option A
- ☐ Option B
- ☐ No preference

Cross-references between associated provisions

A provision can be drafted to link one provision with another associated provision by express cross-references.

Set A (Cross-references shown)	Set B (Cross-references not shown)
“10.—(1) A person who passes the qualifying examination may apply to the Minister for a licence. (2) An application under subsection (1) must be accompanied by a transcript of showing that he has passed the qualifying examination and the prescribed fee. (3) On receiving a complete application under subsection (1), the Minister may issue the licence to the applicant. (4) A licence issued under subsection (1) must be in the prescribed form.”	“10.—(1) A person who passes the qualifying examination may apply to the Minister for a licence. (2) An application must be accompanied by a transcript showing that he has passed the qualifying examination and the prescribed fee. (3) On receiving a complete application, the Minister may issue the licence to the applicant. (4) The licence must be in the prescribed form.”

Q77

The provision in Set A contains the express cross-references, whereas the same provision in Set B does not. Is the use of express cross-references in the above example useful?

☐ Yes (Cross-references shown)

☐ No (Cross-references not shown)

☐ No preference

Description of provision in addition to provision number in cross-references

In some jurisdictions, where a legislation contains a cross-reference to some other legislative provision (i.e. a section in an Act contains a reference to some other Part, section or subsection etc.), the cross-reference is often accompanied by a description (in brackets) of the legislative provision being referred to. For example:

43 Use of force in self-defence at place of residence

(1) Section 76 of the Criminal Justice and Immigration Act 2008 (**use of reasonable force for purposes of self-defence etc**) is amended as follows.

(2) Before subsection (6) (**force not regarded as reasonable if it was disproportionate**) insert—

“(5A) In a household case, the degree of force used by D is not to be regarded as having been reasonable in the circumstances as D believed them to be if it was grossly disproportionate in those circumstances.”.

Q78 Would the use of such descriptions in cross-references help in your understanding of the legislation?

☐ Yes ☐ No ☐ No preference

Notes: The example is taken from the UK Crime and Courts Act 2013.

Words, phrases, expressions and numbers (Part B - Optional)

Words and Phrases

We want to write more simply but without losing the formality that legislation should possess. Please indicate which word or phrase is preferred when you are reading our written laws.

No.	<u>Option A</u>	<u>Option B</u>	Which would you prefer?
Q79	commence	start/ begin	☐ Option A ☐ Option B ☐ No preference
Q80	for the duration of	during	☐ Option A ☐ Option B ☐ No preference
Q81	cease	stop	☐ Option A ☐ Option B ☐ No preference
Q82	any other person	anyone else/ someone else	☐ Option A ☐ Option B ☐ No preference
Q83	medical practitioner	doctor	☐ Option A ☐ Option B ☐ No preference
Q84	notwithstanding	despite/ in spite of/ however	☐ Option A ☐ Option B ☐ No preference
Q85	pursuant to	under/ because of	☐ Option A ☐ Option B ☐ No preference
Q86	shall be deemed to	is taken to be/ is treated as/ is regarded as	☐ Option A ☐ Option B ☐ No preference

Penal provisions

Q87 Which option would you prefer?

☐ Option A

☐ Option B

☐ No preference

<u>Option A</u>	<u>Option B</u>
“A person who contravenes the law shall be guilty of an offence.”	“A person who contravenes the law commits an offence.”

Q88 Please give your reason, if any: _____

Use of “any”

Q89 Given that section 2(1) of the Interpretation Act provides that “words in the singular include the plural and words in the plural include the singular”, which option would you prefer?

☐ Option A (use of “any”)

☐ Option B (use of “a”)

☐ No preference

<u>Option A</u> <i>“The Minister may, in making any regulations under subsection (1), provide that any contravention of any provision of the regulations shall be an offence punishable with a fine not exceeding \$5,000.”</i>	<u>Option B</u> <i>“The Minister may, in making regulations under subsection (1), provide that a contravention of a provision of the regulations shall be an offence punishable with a fine not exceeding \$5,000.”</i>
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Q90 Please give your reason, if any: _____

Drafting in active or passive voice

Q91 Which style of drafting is clearer and easier to understand?

- ☐ Option A (Active voice)
☐ Option B (Passive voice)
☐ No preference

<u>Option A</u> (Active Voice)	<u>Option B</u> (Passive Voice)
<i>“An officer or the Institute may at any time terminate the contract of service of the officer with the Institute by giving the other party written notice of his or its (as the case may be) intention to do so.”</i>	<i>“A contract of service of an officer with the Institute may, at any time, be terminated by the officer or the Institute by giving to the other party written notice of his or its (as the case may be) intention to do so.”</i>

Layout and document design (Part B – Optional)

Position of Graphs/Flow Charts

Q92 In the hypothetical situation where the legislation contains graph/flow chart, which wrapping text method would you find easier to read?

- ☐ Top and bottom
- ☐ In line with text
- ☐ No preference

Top and Bottom	In Line with Text
XXXXXXXXXXXXXXXXXXXXX XXXXXXXXXXXXXXXXXXXXX XXXXXXXXXXXXXXXXXXXXX XXXX  XXXXXXXXXXXXXXXXXXXXX XXXXXXXXXXXXXXXXXXXXX XXXXXXXXXXXXXXXXXXXXX XXXX	XXXXXXXXXXXXXXXXXXXXX XXXXXXXXXXXXXXXXXXXXX XXXXXXXXXXXXXXXXXXXXX XXXX  XXXXXXXXXXXXXXXXXXXXX XXXXXXXXXXXXXXXXXXXXX XXXXXXXXXXXXXXXXXXXXX XXXX