

ARTIFICIAL INTELLIGENCE IN THE SERVICE OF PARLIAMENTS: SOME ARGUMENTS FOR THE NECESSITY OF A NORMATIVE LEGAL FRAMEWORK AT THE EUROPEAN LEVEL *

by

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This contribution examines the need for European normative legal framework governing artificial intelligence implementation in parliamentary institutions. Using a three-pillar methodology—analysing soft law instruments (particularly Inter-Parliamentary Union Resolution and Guidelines), investigating European parliamentary AI use cases, and developing policy recommendations—the study reveals significant regulatory gaps. Whilst the EU AI Act provides limited coverage of parliamentary AI applications, several European legislative bodies (Estonia, Italy, Portugal, Spain, the European Parliament) have successfully implemented AI for speech recognition, document processing, and citizen engagement. Current soft law frameworks establish important principles including transparency, privacy protection, and sustainability, yet lack binding force. The research demonstrates that parliamentary AI's connection to democratic processes and national sovereignty necessitates stronger oversight. Two regulatory approaches are proposed: reclassifying parliamentary AI as high-risk under the EU AI Act, or developing dedicated European legislation addressing fundamental rights protection, national sovereignty, security concerns, and innovation promotion. The study concludes that establishing explicit European normative regulation would provide essential democratic safeguards whilst maintaining national sovereignty,

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parliamentary autonomy and fostering technological innovation in European democratic institutions.

KEY WORDS

Parliament, Artificial Intelligence, EU Regulation, Soft Law, Legislation

1. INTRODUCTION

Artificial intelligence (AI) is reshaping almost all areas of our lives,¹ including legal work² and its countless subfields.³ Among these fields, in recent years, a rapidly enriching strand of academic literature⁴ has focused on the potential parliamentary application of AI.⁵ As a consequence, the Fourth Global Conference on Parliamentary Studies was devoted almost exclusively to the potential exploitation of AI in parliamentary institutions.⁶

In the meantime, the Inter-Parliamentary Union (IPU) discussed the subject in more of its congresses and finally enacted a resolution on the impact of artificial intelligence on democracy, human rights, and the rule of law (IPU Resolution). Besides this, the IPU also published its detailed Guidelines for parliaments on how to implement AI into their daily operations. Therefore, one may conclude that soft law instruments as paramount points of reference for parliamentary staff could facilitate the prudent but efficient parliamentary AI implementation.⁷

¹ Baptista, J. et al. (2020) Digital Work and Organisational transformation: Emergent Digital/Human Work Configurations in Modern Organisations. *The Journal of Strategic Information Systems*, 29(2). pp. 101-118.

² Bex, F. J. (2024) AI, Law and beyond. A transdisciplinary ecosystem for the future of AI & Law. *Artificial Intelligence and Law*, vol. 33, Available from: <https://doi.org/10.1007/s10506-024-09404-y> [Accessed: 22 Jun. 2025]; See also: Homoki P. and Zódi Z. (2024) Large language models and their possible uses in law. *Hungarian Journal of Legal Studies*, vol. 64. (3) 2023. Available from: <https://doi.org/10.1556/2052.2023.00475>. pp. 435-455.

³ Benedetto, I. et al. (2025) Leveraging large language models for abstractive summarization of Italian legal news. *Artificial Intelligence and Law*, 2025, Available from: <https://doi.org/10.1007/s10506-025-09431-3>

⁴ Koryzis, D. et al. (2023) Disruptive Technologies for Parliaments: A Literature Review. *Future Internet*, 15(2), Available from: <https://doi.org/10.3390/fi15020066>

⁵ Ziouvelou, X. Giannakopoulos, G. and Giannakopoulos, V. (2022) Artificial Intelligence in the Parliamentary Context. In: F. Fitsilis and G. Mikros (eds.) *Smart Parliaments: Data-Driven Democracy*. European Liberal Forum. Available from: https://liberalforum.eu/wp-content/uploads/2022/11/Smart-Parliaments_ELF-Study_Techno-Politics_vol.4.pdf [Accessed 26 Jun. 2025]. pp. 43-53.

⁶ Fytsilis, F. (2025) *4th Global Conference on Parliamentary Studies – Program*. [online] Available from: <https://hellenicocrteam.gr/4th-global-conference-on-parliamentary-studies-program/> [Accessed 26 Jun. 2025].

⁷ van Noordt, C. and Misuraca, G. (2020) Exploratory Insights on Artificial Intelligence for Government in Europe. *Social Science Computer Review*, 40(2). Available from: <https://doi.org/10.1177/0894439320980449>, pp. 426-444.

By contrast, one may rely on very few normative legal rules when AI is used for parliamentary purposes,⁸ which has also been underlined by Fitsilis and Almeida,⁹ Guihot and his co-authors,¹⁰ and by Scherer.¹¹ The main text of the European Union's (EU) AI regulation (EU AI Act) adopted by the European Parliament (EP) on March 13, 2024, approved by the Council on May 21, and published in the Official Gazette on June 13, 2024,¹² contains just an indirect reference¹³ that high-risk AI-based technologies subject to stricter requirements are enumerated in EU AI Act Annex No. 3.

This annex classifies as high-risk only those AI-based applications related to democratic processes that directly aim to influence voter behavior or to shape the final result of a vote. It derives from this that technologies promoting the internal functioning of the legislature and the relationship between parliaments and citizens are not included in this category.

The consequence is that although European legislation generally perceives the sources of danger affecting democracy and reflects on them, it nevertheless makes a definite distinction on the basis of risk, thereby leaving a relatively wide scope for the development of AI-based software that could possibly make the daily activities of parliaments smoother. Nevertheless, the strong link of parliamentary operation with national sovereignty and democratic processes,¹⁴ the distinguished role of parliaments as a crucial constitutional actor, and the rapidly emerging use of AI in parliaments

⁸ Fitsilis, F. Koryzis, D. and Schefbeck, G. (2022) Legal Informatics Tools for Evidence-Based Policy Creation in Parliaments. *International Journal of Parliamentary Studies*, 2(1). Available from: <https://doi.org/10.1163/26668912-bja10031>. pp. 5–29.

⁹ Fitsilis, F. and Rêgo de Almeida, P. G. (2024) Chapter 9: Artificial intelligence and its regulation in representative institutions. In: *Research Handbook on Public Management and Artificial Intelligence*, Cheltenham, UK: Edward Elgar Publishing. Available from: <https://doi.org/10.4337/9781802207347.00019> [Accessed 26 June 2025].

¹⁰ Guihot, M. Matthew, A.F. and Suzor, N.P. (2017) Nudging Robots: Innovative solutions to Regulate Artificial Intelligence. *Vanderbilt Journal of Entertainment and Technology Law*, Vol. 20, No. 2. Available from: <https://scholarship.law.vanderbilt.edu/jetlaw/vol20/iss2/2>. pp. 385–456.

¹¹ Scherer, M. U. (2016) Regulating Artificial Intelligence Systems: Risks, Challenges, Competencies, And Strategies. *Harvard Journal Of Law & Technology*, 29(2). Available from: <https://jolt.law.harvard.edu/articles/pdf/v29/29HarvJLTech353.pdf> [Accessed 26 June 2025]. pp. 358–376.

¹² Regulation (EU) 2024/1689 of the European Parliament and of the Council of 13 June 2024 laying down harmonised rules on artificial intelligence and amending Regulations (EC) No 300/2008, (EU) No 167/2013, (EU) No 168/2013, (EU) 2018/858, (EU) 2018/1139 and (EU) 2019/2144 and Directives 2014/90/EU, (EU) 2016/797 and (EU) 2020/1828. *Official Journal of the European Union* (OJ L 2024/1689) 12 July. Available from: <https://eur-lex.europa.eu/eli/reg/2024/1689/oj>

¹³ Regulation (EU) 2024/1689, *op. cit.* art. 6. (2)

¹⁴ Bareis, J. and Katzenbach, C. (2022) Talking AI into being: The narratives and imaginaries of national AI strategies and their performative politics. *Science, Technology, & Human Values*, 47(5), pp. 855–881.

may provide strong arguments for the reconsideration of the current classification.¹⁵

Keeping this in mind, parliamentary AI applications would reasonably fall under a category with a higher risk perception and stricter demands for safeguards. The alternative to this might be the drafting of a European legal framework for parliamentary AI implementation; however, this legal instrument should not impose such duties on parliamentary staff which may undermine national sovereignty.¹⁶

Our contribution analyzes the latest European soft law instruments and the known European use cases of parliamentary AI involvement. Based on this, we argue, as a main hypothesis, either for the necessity of a European legal framework for parliamentary AI or for the reconsideration of the current classification of the EU AI Act.

2. METHODOLOGY

Our research has been based on three main pillars. Firstly, we analyzed the European and global soft law environment concerning parliamentary AI, with special regard to the IPU Resolution, the IPU Guidelines, and their fundamental principles. Although the fact that a number of international organizations have enacted soft law instruments focusing on AI implementation, the IPU resolution and guidelines provide the first legal framework of reference specifically tailored to the special needs of parliamentary institutions.

Secondly, the European use cases of parliamentary AI have been investigated: we have relied on the contact information provided by the IPU Innovation Tracker and approached several international organizations as well as national parliamentary staff requiring information about their AI policies. Where it was possible, some online consultations were also arranged with colleagues; besides this, information was also collected with the help of desk research. Based on the information at our disposal, we have identified which parliaments have already assisted their daily operations with AI-based applications and which ones have made meaningful preparatory steps in this direction. Then, we have selected those European parliamentary institutions, where AI has been already implemented into the daily operation of the parliamentary work in a meaningful way. As a consequence, Estonia, Italy,

¹⁵ Orwat, C. et al. (2024) Normative challenges of risk regulation of artificial intelligence, *NanoEthics*, 18(2). Available from: <https://doi.org/10.1007/s11569-024-00454-9>

¹⁶ Mügge, D. (2024) EU AI sovereignty: for whom, to what end, and to whose benefit? *Journal of European Public Policy*, 31(8). Available from: <https://doi.org/10.1080/13501763.2024.2318475>. pp. 2200–2225

Portugal, Spain and the European Parliament will be discussed in more detail.

Since our contribution examines the potential perspectives of European law-making concerning parliamentary AI, less attention has been paid to the Latin American and Asian pioneers of parliamentary AI implementation, such as Argentina,¹⁷ Brazil,¹⁸ Chile,¹⁹ Bahrain,²⁰ India,²¹ or Japan.²² These paramount models are mentioned only sporadically, illustrating the global scale of parliamentary AI implementation; however, our focus remains on the European dimensions of the issue. Among others, the compliance of the European use cases with the fundamental principles of the IPU Resolution is also scrutinized. We provide a summarizing table of the the most developed European models, which may help to understand the similarities and differences of these solutions.

¹⁷ Barber, H. (2025) *Argentina will use AI to 'predict future crimes' but experts worry for citizens' rights*. [online] The Guardian, Available from: <https://www.theguardian.com/world/article/2024/aug/01/argentina-ai-predicting-future-crimes-citizen-rights>

¹⁸ Agora. (2021) *Brazil Ulysses machine learning for transparency and citizen participation*. [online] Available from: <https://www.agora-parl.org/events-and-lectures/brazil-ulysses-machine-learning-transparency-and-citizen-participation> [Accessed 22 Jun. 2025]; Nesta. (2025) *The Brazilian Chamber of Deputies' LabHacker and eDemocracia*. [online], Available from: <https://www.nesta.org.uk/feature/six-pioneers-digital-democracy/the-brazilian-chamber-of-deputies-labhacker-and-edemocracia/>; Souza, E. et al. (2021) *An Information Retrieval Pipeline for Legislative Documents from the Brazilian Chamber of Deputies*, *Frontiers in artificial intelligence and applications*. Available from: <https://doi.org/10.3233/faia210326>. pp. 119-126.

¹⁹ Hankins, E. (2024) *Strengthening AI governance in Chile: GoBLab UAI and the importance of collaboration*. [online] Oxford Insights. Available from: <https://oxfordinsights.com/insights/strengthening-ai-governance-in-chile/>, [Accessed: 22 Jun. 2025.]

²⁰ Inter-Parliamentary Union. (2025). *Automated Hansard report system: Converting parliamentary audio to text using AI*. [online] Available from: <https://www.ipu.org/ai-use-cases/automated-hansard-report-system-converting-parliamentary-audio-text-using-ai> [Accessed 26 June. 2025].

²¹ Dharmaraj, S. (2025). *AI Revolutionising India's Parliamentary Operations – OpenGov Asia*. [online] Available from: <https://opengovasia.com/2025/03/19/ai-revolutionising-indias-parliamentary-operations/> [Accessed 26 Jun. 2025].

²² Kawahara, T. (2012) *Transcription System Using Automatic Speech Recognition for the Japanese Parliament (Diet)*, *Proceedings of the AAAI Conference on Artificial Intelligence*, 26(2). Available from: <https://doi.org/10.1609/aaai.v26i2.18962>; Kawahara, T. (2017) *Automatic meeting transcription system for the Japanese parliament (diet)*. 2022 *Asia-Pacific Signal and Information Processing Association Annual Summit and Conference (APSIPA ASC)*, 1. Available from: <https://doi.org/10.1109/apsipa.2017.8282177>. pp.1006–1010; Kawahara, T. Ueno S. & Morikawa M. (2020) *Transcription system using ASR in the Japanese Parliament*. *The Journal of Professional Reporting and Transcription*, 1/2020. Available from: <https://tiro.intersteno.org/2020/05/transcription-system-using-automatic-speech-recognition-in-the-j>

Thirdly, the main conclusions are drawn from the existing soft law instruments as well as the improving European use cases in the discussion section. As a result, some policy recommendations are put forward for European policymakers on how the parliamentary use of AI could be covered by normative legal regulation. On the one hand, the potential amendment of the EU AI Act is proposed; on the other hand, the main contours of a European legal instrument covering parliamentary use of AI are outlined. We do not aim to formulate a complete regulatory concept but rather to highlight those key considerations that should be kept in mind by policy-makers when such a European legal instrument is drafted and negotiated. Among these, the protection of national sovereignty should be prioritized due to the outstanding role of national parliaments as constitutional actors representing popular sovereignty.²³

Nevertheless, it would mean a remarkable advantage in competitiveness for Europe if it were able to regulate, firstly with normative terms, the parliamentary use of AI. Carefully tailored rules that would provide just European safeguards for the prudent but efficient exploitation of AI-based parliamentary tools could promote a proper compromise between the encouragement of innovation, the protection of fundamental rights, and the integrity of democratic processes.

3. THE ENACTMENT AND THE MAIN PRINCIPLES OF THE IPU RESOLUTION ON THE IMPACT OF ARTIFICIAL INTELLIGENCE ON DEMOCRACY, HUMAN RIGHTS AND THE RULE OF LAW

As we have seen, normative European regulation is still in its initial stage in relation to AI's integration into parliaments. In order to think about how to develop it further, we first need to look at the current soft law framework, which, if not binding, is a benchmark for parliaments. The weight of the topic is clearly shown by the fact that in the year 2024 we experienced a major breakthrough in both soft law and normative supranational legislation. In the legislative agenda of the European Union, the relationship between AI and parliaments has received little attention, apart from the aforementioned indirect reference of the EU AI Act, only soft law instruments cover even implicitly certain aspects of parliamentary AI applications. On behalf of the European Union, successive resolutions of the EP have touched on this topic

²³ Krasner, S. D. (2016) The persistence of state sovereignty. In: Fioretos, O. Falleti, T. G. & Sheingate A. (eds.) *The Oxford handbook of historical institutionalism*. Oxford University Press. pp. 521–537

only tangentially,²⁴ while the Council of Europe has established a Framework Convention on Artificial Intelligence and Human Rights, Democracy and the Rule of Law in September 2024.²⁵ Nevertheless, at European level, there is no soft law instrument focusing specifically on AI and parliament, as the aforementioned documents are more general in nature in providing requirements for the use of AI.

In the context of soft law focusing specifically on the implementation of AI-based parliamentary tools, the efforts of the IPU should be highlighted, as the central theme of both 2024 IPU general assemblies focused on the parliamentary perspectives of AI.²⁶ Moreover, it is also worth mentioning that the IPU organized global congresses in the fall of 2022 in Helsinki and in the fall of 2023 in Montevideo to discuss challenges related to the future of parliaments, especially their technological background. As a result of the negotiations, in October 2024, the 149th IPU Congress in Geneva adopted the IPU Resolution.²⁷ In this Resolution the organization laid down detailed standards regarding the application of AI to certain parliamentary tasks. Although the document is not legally binding and contains few specifics, it can serve as an important reference point for national parliaments around the world when they are looking for the right balance between exploiting the benefits of technological development and eliminating its risks. In summary, despite the lack of direct European attention to regulating parliamentary AI use, national parliaments have contributed to a global framework through the auspices of the IPU.

²⁴ European Parliament resolution of 16 February 2017 with recommendations to the Commission on Civil Law Rules on Robotics (2015/2103(INL)); European Parliament resolution of 12 February 2019 on a comprehensive European industrial policy on artificial intelligence and robotics (2018/2088(INI)); European Parliament resolution of 12 February 2020 on automated decision-making processes: ensuring consumer protection and free movement of goods and services (2019/2915(RSP)); European Parliament resolution of 20 October 2020 on intellectual property rights for the development of artificial intelligence technologies (2020/2015(INI)); European Parliament resolution of 19 May 2021 on artificial intelligence in education, culture and the audiovisual sector (2020/2017(INI)); European Parliament resolution of 20 May 2021 on shaping the digital future of Europe: removing barriers to the functioning of the digital single market and improving the use of AI for European consumers (2020/2216(INI)); European Parliament resolution of 3 May 2022 on artificial intelligence in a digital age (2020/2266(INI));

²⁵ Council of Europe. (2024) *Framework Convention on Artificial Intelligence and Human Rights, Democracy and the Rule of Law*. Vilnius

²⁶ Inter-Parliamentary Union. (2024) *emphGlobal parliamentary community recommit to multilateralism for peace*. [online] Available from: <https://www.ipu.org/news/press-releases/2024-10/global-parliamentary-community-recommits-multilateralism-peace> [Accessed 26 June. 2025].

²⁷ IPU. (2024) *The impact of artificial intelligence on democracy, human rights and the rule of law*. Resolution adopted unanimously by the 149th IPU Assembly.

As our proposals are also based on the considerations and principles of the IPU Resolution and Guidelines, and this means the primary point of reference also for European parliamentary institutions, we will briefly review these documents below and assess the known use cases accordingly.

3.1. THE LEGAL AIM OF THE IPU RESOLUTION

The IPU Resolution in its preambulatory clauses emphasizes the need for an “inclusive, responsible, and evidence-based global approach” to AI governance that “ensures equitable policy outcomes, for the entire world”,²⁸ while addressing the lack of comprehensive, transparent regulations aligned with democratic values.²⁹ It calls for balanced regulation that fosters innovation benefiting humanity³⁰, and later it recognizes the adaptability of existing national laws to AI challenges, and respects national sovereignty in developing AI frameworks.³¹ As seen in Table 1, all of these four preambulatory clauses point to §4 and §6 of the IPU Resolution, setting out the main legal aim of the IPU Resolution.

The main legal aim of the IPU Resolution is to urge parliaments around the world to work with civil society groups, academia and research groups in order to “effectively and transparently adopt or maintain strong legal frameworks and policies for the responsible creation, deployment and use of AI technology, and to contribute to efforts to establish global standards and frameworks”.³² Point 6 of the IPU Resolution also invites parliaments “to give priority to reviewing existing legislation and regulations to ensure that advances in AI technology do not result in loopholes in existing protections for democracy, human rights, the rule of law and State sovereignty”.³³

3.2. LEGAL FRAMEWORK OF THE IPU RESOLUTION

The envisaged features of the intended legal framework recommended by the IPU resolution include (1) gender equality, (2) inclusive development and diversity, (3) transparent and accountable AI development, (4) privacy, and (5) sustainability.

The IPU Resolution emphasizes that more understanding of AI is necessary for well-informed discussion, acknowledging that AI systems have the potential to strengthen gender-based violence, discrimination, and societal biases, particularly those against women in politics, damaging

²⁸ IPU. (2024) *op. cit.* Preamble, clause 7.

²⁹ IPU. (2024) *op. cit.* Preamble, clause 10.

³⁰ IPU. (2024) *op. cit.* Preamble, clause 11.

³¹ IPU. (2024) *op. cit.* Preamble, clause 13.

³² IPU. (2024) *op. cit.* point 4.

³³ IPU. (2024) *op. cit.* point 6.

democratic institutions and public confidence.³⁴ It emphasizes how AI, particularly generative AI, can reinforce and magnify gender inequality and prejudice in the absence of gender-balanced viewpoints and data. Negative effects include deepfake material that frequently silences women, especially in political life.³⁵

As seen in Table 1, these issues raised in the IPU Resolution for recommended solutions.³⁶ With a particular emphasis on reducing digital gender barriers and strengthening international collaboration to promote equal access to AI advantages, the IPU Resolution urges immediate action to address digital divides both within and between nations by upgrading infrastructure, connection, and skills.³⁷ Through enhanced content moderation, easily accessible reporting channels, and protocols to eliminate unlawful content, it calls for parliaments to proactively prevent and address all types of gender-based violence and discrimination made possible by AI.³⁸ Furthermore, it highlights the importance of advancing gender mainstreaming in AI development by endorsing laws that expand women's and girls' access to STEM leadership, education, and employment.³⁹ The Resolution also calls for legislative measures to prevent the creation and spread of deep fake intimate images—mostly targeting women and girls—as well as other AI-generated content that incites hate speech or gender-based violence.⁴⁰

The IPU Resolution also highlights the significance of inclusive growth and diversity in AI governance⁴¹, acknowledging that greater knowledge and comprehension of AI are crucial for informed decision-making.⁴² It emphasizes a balanced, inclusive, and risk-oriented strategy for AI governance to ensure a fair, sustainable, and secure future for everyone, while recognizing that AI systems may exacerbate existing social biases and inequalities within and among nations⁴³, particularly affecting vulnerable populations such as women, children, and individuals with disabilities.⁴⁴

Improved global cooperation has been emphasized among various stakeholders to optimize AI advantages and diminish technological

³⁴ IPU. (2024) *op. cit.* Preamble, clause 3-4.

³⁵ IPU. (2024) *op. cit.* Preamble, clause 8-10.

³⁶ IPU. (2024) *op. cit.* points 2, 7, 8, and 10.

³⁷ IPU. (2024) *op. cit.* point 2.

³⁸ IPU. (2024) *op. cit.* point 7.

³⁹ IPU. (2024) *op. cit.* point 8.

⁴⁰ IPU. (2024) *op. cit.* point 10.

⁴¹ IPU. (2024) *op. cit.* Preamble, clause 7.

⁴² IPU. (2024) *op. cit.* Preamble, clause 3.

⁴³ IPU. (2024) *op. cit.* Preamble, clause 6.

⁴⁴ IPU. (2024) *op. cit.* Preamble, clause 4.

inequalities worldwide,⁴⁵ with immediate actions needed to close digital gaps—including those related to gender—and ensure fair access to AI (§2). It emphasizes the equal involvement of all nations, especially the Global South, in discussions and frameworks regarding AI governance to guarantee the inclusion of diverse perspectives.⁴⁶ Parliaments are called to address discrimination ingrained in AI training data and algorithms (§9) and to support AI systems that maintain linguistic and cultural diversity by integrating multilingualism during AI development.⁴⁷ Strengthening parliamentary capacity through training, specialized bodies, and collaborative platforms is emphasized to keep pace with rapid AI advancements.⁴⁸ Finally, the IPU Resolution opposes international data decoupling to prevent censorship and encourage culturally open, inclusive, and sophisticated AI systems globally.⁴⁹

Responsibly developed and widely accessible AI technologies can positively strengthen democracy by enhancing the transparency and accountability of public institutions and encouraging citizen participation in political processes.⁵⁰ In point 5, the IPU Resolution advocates for legal structures that require transparency and information sharing in AI usage, hold both public and private entities responsible, and provide remedies for those whose rights are infringed by AI. Additionally, point §22 advocates for the creation of standards that mandate companies to reveal their data utilization and decision-making methods to enhance transparency and accountability in AI implementation.

The impact of AI advances on democracy, human rights, and the rule of law has been also highlighted by facilitating misinformation and disinformation that undermine democratic institutions, incite extremism, and violate privacy and data ownership, disproportionately affecting vulnerable groups such as children, women, girls, and disabled persons.⁵¹ It emphasizes the need for creating tools to authenticate AI-generated content, safeguard data privacy, and avoid the misuse of personal information.⁵² Legislatures are called upon to confront privacy breaches caused by AI-driven surveillance and biometric systems employed in unjust political scrutiny, jeopardizing constitutional rights and undermining democracy.⁵³ The IPU Resolution

⁴⁵ IPU. (2024) *op. cit.* point 1.

⁴⁶ IPU. (2024) *op. cit.* point 3.

⁴⁷ IPU. (2024) *op. cit.* point 12.

⁴⁸ IPU. (2024) *op. cit.* point 14.

⁴⁹ IPU. (2024) *op. cit.* point 19.

⁵⁰ IPU. (2024) *op. cit.* Preamble, §5.

⁵¹ IPU. (2024) *op. cit.* Preamble, §4.

⁵² IPU. (2024) *op. cit.* point 11.

⁵³ IPU. (2024) *op. cit.* point 18.

further opposes international data decoupling to prevent censorship and encourage inclusive, culturally aware AI,⁵⁴ and requests defined AI cybersecurity standards to safeguard systems and sensitive information from cyber threats.⁵⁵

The IPU Resolution emphasizes that a deep understanding of AI is essential for informed debate and decision-making, advocating for a balanced, inclusive, and risk-based governance approach to ensure an open, sustainable, fair, free, and secure future for all.⁵⁶ In line with this, it urges parliaments to prioritize AI-related discussions and adapt policies continuously to keep pace with technological advances, ensuring these policies promote human well-being and sustainable development.⁵⁷ It also emphasizes promoting sustainable AI research and innovation aimed at tackling global issues like the protection of human rights, prevention of epidemics, public health improvement, education, and climate change reduction.⁵⁸

3.3. MEANS TO ACHIEVE THE OBJECTIVES OF THE IPU RESOLUTION

The IPU Resolution recommends three means to achieve its objectives: (1) international collaboration, (2) education and awareness raising, (3) independent research.

The IPU Resolution calls for⁵⁹ an inclusive, human-centric, and evidence-based approach to AI governance that ensures fair outcomes worldwide, especially for the Global South facing unique challenges.⁶⁰ It highlights concerns about the lack of comprehensive global AI regulations and the slow pace of developing transparent, democratic frameworks.⁶¹ The IPU Resolution acknowledges ongoing international efforts to create ethical AI standards through multi-stakeholder collaboration,⁶² and welcomes key international organizations for helping parliamentarians develop effective AI policies.⁶³

Parliaments are encouraged to enhance their ability to react proactively to swift AI advancements via training, dedicated entities, innovative

⁵⁴ IPU. (2024) *op. cit.* point 19.

⁵⁵ IPU. (2024) *op. cit.* point 23.

⁵⁶ IPU. (2024) *op. cit.* Preamble, §3.

⁵⁷ IPU. (2024) *op. cit.* point 13.

⁵⁸ IPU. (2024) *op. cit.* point 21.

⁵⁹ IPU. (2024) *op. cit.* Preamble, clause 7, 10, 14, 15.

⁶⁰ IPU. (2024) *op. cit.* Preamble, clause 7.

⁶¹ IPU. (2024) *op. cit.* Preamble, clause 10.

⁶² IPU. (2024) *op. cit.* Preamble, clause 14.

⁶³ IPU. (2024) *op. cit.* Preamble, clause 15.

discussions, and sharing knowledge between parliaments. The IPU is requested to assist in incorporating parliamentary perspectives into AI processes at multilateral entities,⁶⁴ while both parliaments and the IPU are urged to emphasize responsible AI growth and implementation via capacity-building and participation in global efforts.⁶⁵

The necessity of education and awareness has been acknowledged⁶⁶ regarding the risks of bias present in AI, disparities in access to AI systems, and its role in enabling the dissemination of misinformation, to foster informed discussion and decision-making on AI governance initiatives.⁶⁷ Legislative bodies have been also urged to advance gender integration in AI development by fostering girls' and women's participation in STEM education and leadership positions.⁶⁸ Parliaments are encouraged to enhance their ability to react proactively to swift AI advancements by providing training for parliament members and staff.⁶⁹ Legislators need ongoing education and skill development regarding AI risks and applications to stay aligned with technological advancements.⁷⁰ Ultimately, the IPU Resolution encourages directing AI research and development towards tackling worldwide issues like public health, education, and climate change.⁷¹

Finally, the need for independent research on the effects of AI guided by high ethical standards has been also highlighted.⁷²

⁶⁴ IPU. (2024) *op. cit.* point 24.

⁶⁵ IPU. (2024) *op. cit.* point 24.

⁶⁶ IPU. (2024) *op. cit.* Preamble, clause 3.

⁶⁷ IPU. (2024) *op. cit.* Preamble, clause 3.

⁶⁸ IPU. (2024) *op. cit.* point 8.

⁶⁹ IPU. (2024) *op. cit.* point 14.

⁷⁰ IPU. (2024) *op. cit.* point 17.

⁷¹ IPU. (2024) *op. cit.* point 21.

⁷² IPU. (2024) *op. cit.* point 20.

Objective, mean or feature of the IPU Resolution	Preambulatory clauses of the IPU Resolution	Points of the IPU Resolution
Strong global standards and frameworks	6., 10., 11., 13.	4., 6.
Gender equality	3., 4., 7., 8.	2., 7., 8., 10.
Inclusive development and diversity	3., 4., 6., 7.	1., 2., 3., 9., 12., 14., 19.
Transparent and accountable AI development	5.	5., 22.
Personal data and privacy	4.	11., 18., 19., 23.
Sustainability	3.	13., 21.
International cooperation	7., 10., 14., 15.	1., 2., 14., 24., 25.
Education and awareness	3.	8., 14., 15., 16., 17., 21.
Independent research		20.

Table 1: Summary table of the IPU Resolution's connection between preambulatory clauses and Resolution points regarding different aims, features and means of the recommended legal framework. Source: Author based on the IPU Resolution

3.4. THE IPU GUIDELINES FOR AI IN PARLIAMENTS

Following the adoption of the IPU Resolution, IPU has also introduced its Guidelines for parliaments on the implementation of AI. The guidelines is meant to offer a comprehensive framework for parliaments to understand and implement AI responsibly and effectively. The Guidelines cover key areas, including the potential role of AI in parliaments, related risks and challenges, suggested governance structures and AI strategy, ethical principles and risk management, training and capacity-building, and how to manage a portfolio of AI projects across parliament. They are complemented by a set of use cases, shared by parliaments, that describe how AI can support specific parliamentary actions.⁷³ The Guidelines stress the importance of a measured, risk-based approach to AI adoption and provide recommendations for both members of parliament and parliamentary staff, designed to support parliaments of all sizes and levels of digital maturity.

The recommendations include the following:⁷⁴ start with small pilot projects to build experience; focus on use cases with clear benefits and manageable risks; ensure robust human oversight of AI systems; prioritize transparency and accountability; invest in data and AI literacy across the organization; engage with diverse stakeholders throughout the process.

⁷³ Inter-Parliamentary Union. (2024) *Guidelines for AI in parliaments*. [online] Available from: www.ipu.org/AIguidelines

⁷⁴ Inter-Parliamentary Union. (2024) *op. cit.*, p. 6.

4. THE ANALYSIS OF THE EUROPEAN USE CASES

After having outlined the most important soft law instruments covering parliamentary AI-based applications, in the next step of the research, the most important European use cases will be investigated.

4.1. ESTONIA

In Estonia, the question of parliamentary AI arose in the context of a comprehensive modernization program affecting all segments of the public sector.⁷⁵ In the Baltic country, more emphasis was placed on technological developments after democratization, when it was necessary to create a functioning public administrative system without practically existing traditions. Later, as a result of, primarily Russian, cyber attacks and influence operations, efforts to secure the digitized platforms were intensified, so that today they form a fairly closed system. The fact that we are talking about a country with a small population, where the digital competencies of the citizens are generally very high, further helped the rise of new software.

Many legends have spread about Estonian technological developments, but now it seems clear that we can actually talk about a series of very well-thought-out and rational decisions. Estonia currently does not attempt to fundamentally reconsider the relationship between man and technology, instead we can talk about the implementation of innovative ideas with the help of technological tools. If these ideas prove to be successful, they can make the work of the human actors involved easier in the future.⁷⁶ Numerous AI-based softwares are being developed which aim to make our lives easier within existing structures. However, the goal is not to completely replace human cooperation in certain areas.

The key to Estonia's technological competitiveness can also be found in the fact that the source code of all software used in the public sector or currently being developed for such a purpose is publicly available.⁷⁷ Such applications focus on the automation and digitization of the most diverse areas of public administration, from the preparation of minutes of court hearings through the anonymization of documents to the drafting of decisions imposing fines for speeding. It is only one aspect of this

⁷⁵ Etscheid, J. von Lucke, J. and Stroth, F. (2020) *Künstliche Intelligenz in der öffentlichen Verwaltung*. [online], Fraunhofer IAO: Stuttgart, Available from: <https://publica-rest.fraunhofer.de/server/api/core/bitstreams/d3d9f520-1fd4-4516-98d6-a3370c134155/content>

⁷⁶ Mandri, J. M. (2019) *Judges Are Robotics: The State Is Looking for Ways to Implement Artificial Intelligence in the Judiciary* [online] Available from: <https://forte.delfi.ee/artikkel/85777829/kohtunikud-saavad-robotabilised-riik-otsib-voimalusi-kohtusteemis-tehisintellekti-rakendamiseks>

⁷⁷ Kratid. (2022) *AI Kasutuslood*. [online] Available from: <https://www.kratid.ee/kasutuslood-kratid> [Accessed 26 Jun. 2025].

large-scale modernization program that certain results can also be applied to parliamentary relations.

In the public service, applications marked with the concept of "kratt" borrowed from ancient Estonian mythology (figures roughly corresponding to the character of the elf known to us) are used. Every single piece of software belonging to the "kratt" circle has been developed or is being developed in Estonia. Platforms of any foreign company have not been used, although such Estonian endeavours obviously draw on proven solutions elsewhere.⁷⁸ In this way, Estonian data may not fall into foreign hands through the software operators and thereby increasing cybersecurity in accordance with Art. 23 of the IPU Resolution. Moreover, the promotion of domestic technological developments is consistently seen as a driving force for innovation. Technological advancements are primarily financed by the state, while the importance of private investors has remained secondary. The country has also implemented comprehensive reforms to increase AI skills and competencies, including technology curriculums in schools and AI training courses for public sector managers in accordance with Art. 17 of the IPU Resolution, as seen in Table 2 below.

A parliamentary application named Hans, which came to prominence after the abolition of the training of parliamentary stenographers, is among the Kratts, which can prepare the minutes of plenary and committee meetings with the help of AI. Human supervision is currently indispensable, although a long-term goal is to prepare automated summaries with the involvement of generative AI.⁷⁹ The continuous training of the Hans system over many years led to a spectacular result: the device is now able to recognize all members of parliament and members of the government, and its error rate has also been significantly reduced. In the first stage of its training, the software made 40% incorrect notes from the meetings, but now the human employees who provide supervision only have to overwrite 5% of what Hans recorded.⁸⁰ While AI systems like Hans have improved efficiency, there is still a significant need for human supervision and editing of AI-generated content. Seeing the results of the parliamentary implementation, several other public administration bodies, such as the Tallinn Municipality, showed interest in using a similar application.

⁷⁸ Supreme Court of Estonia. (2024) *Artificial Intelligence: A Substitute or Supporter of Judges?* - *Yearbook of Estonian Courts* [online] Available from: <https://aastaraamat.riigikohus.ee/en/artificial-intelligence-a-substitute-or-supporter-of-judges/> [Accessed 22 Jun. 2025].

⁷⁹ Baptista, J. et al. (2020) *op. cit.* pp. 1-10

⁸⁰ Inter-Parliamentary Union. (2023) *A view from Estonia: AI for advanced beginners.* [online] Available from: <https://www.ipu.org/innovation-tracker/story/view-estonia-ai-advanced-beginners> [Accessed 26 June. 2025].

Another kratt provides legal advice to members of parliament, as well as one that simultaneously subtitles parliamentary speeches, thereby significantly facilitating the situation of hearing-impaired citizens. The parliament is actively exploring new AI applications, indicating ongoing education and capacity-building efforts, in compliance with Art. 17 of the IPU Resolution.⁸¹ As AI systems become more integrated into parliamentary work, ensuring transparency in algorithmic decision-making processes will be crucial. In conclusion, the Estonian Parliament appears to be at the forefront of responsible AI adoption in parliamentary operations, largely aligning with the key principles outlined in the IPU Resolution.

4.2. ITALY

In addition to Estonia, Italy is the other leading example in Europe in the parliamentary application of AI and compliance to the IPU Resolution. Both houses of the bicameral legislature, the Chamber of Deputies and the Senate, are open to these tools and made significant progress in three respects.

First, the Italian Parliament has at its disposal the Gestore Emendamenti, which, with the involvement of AI, is able to connect similar amendment proposals, thereby influencing the parliamentary agenda and increasing its efficiency. Italian opposition parties tend to submit to the legislature a large number of amendments with almost identical wording, which shall discuss each of them separately, losing considerable time. However, the new tool is capable of filtering out textual similarities, and based on this, connecting essentially identical amendment proposals, which can then be decided by the parliament with a joint single vote, or even together. Another goal is for the software to be able to recognize semantic similarities, so that in addition to literal matching, the analysis and filtering of amendment proposals could become even more effective by taking the context into account.⁸² However, the reports of the software are currently subject to human supervision. The AI's proposal will only become followable for the legislature if it is approved by a human contributor.

The other possibility of application is related to the minutes of the parliamentary sessions: both houses of the Italian legislature have software that organizes thematically related minutes, so that the related parliamentary discourses become easier to follow.

⁸¹ Nortal. (2024) *How AI accelerates the legislative power of the Parliament of Estonia*. [online] Available from: <https://nortal.com/insights/how-ai-accelerates-the-legislative-power-of-the-parliament-of-estonia/> [Accessed 26 June. 2025].

⁸² Inter-Parliamentary Union. (2022) *How AI helps the Italian Senate manage amendments*. [online] Available from: <https://www.ipu.org/innovation-tracker/story/how-ai-helps-italian-senate-manage-amendments> [Accessed 26 June. 2025].

Thirdly, the chatbot applications operated by both chambers should be highlighted, which use generative AI to answer the frequently repeated questions of those interested in the legislative process,⁸³ thereby speeding up the flow of information and reducing the workload of the parliamentary apparatus.⁸⁴ In addition, to support the legislative process, the Italian Chamber of Deputies has tasked the University of Bologna in creating a generative AI tool called GENAI4LEX-B, with the aim to assist parliamentarians in the drafting of bills. The tool under development could be used to automate various tasks of legal research and bill drafting, such as the identification of relevant legal documents and the summarisation of committee amendments.⁸⁵

Besides this, the draft law on artificial intelligence, currently under parliamentary review provides that the implementation of AI should undermine the integrity of the democratic processes.⁸⁶

⁸³ Citino, Y.M. (2024) Leveraging automated technologies for law-making in Italy: Generative AI and constitutional challenges. *Parliamentary Affairs*. Available from: <https://doi.org/10.1093/pa/gsae040>.

⁸⁴ Androutsopoulou, A. et al. (2019) Transforming the communication between citizens and government through AI-guided chatbots. *Government Information Quarterly*, 36(2). Available from: <https://doi.org/10.1016/j.giq.2018.10.001>. pp.358–367.

⁸⁵ Public Sector Tech Watch. (2025) *GENAI4LEX-B: AI-powered legislative support in the Italian Chamber of Deputies*. [online] Available from: <https://interoperable-europe.ec.europa.eu/collection/public-sector-tech-watch/genai4lex-b-ai-powered-legislative-support-italian-chamber-deputies> [Accessed 26 Jun. 2025].

⁸⁶ Italian Senate. (2025) *Disegno di legge S. 1146 - 19ª Legislatura*. [online], Available from: <https://www.senato.it/leg/19/BGT/Schede/Ddliter/58262.htm>

4.3. PORTUGAL

As a recent development, the National Assembly of Portugal has introduced the Staar system, which operates with automated speech recognition (ASR) and is capable of drafting reports from parliamentary meetings.⁸⁷ The Staar system can transcribe pre-written, well-articulated speeches with a correction rate of 1.7%. However, during more spontaneous and excited debates, 11% rate of imprecise transcripts have been experienced.⁸⁸ Plenary sittings have produced better results compared to committee meetings, which were not documented before the implementation of the Staar system.⁸⁹ The Staar system has been trained to correct most mistakes without human supervision. Additionally, its resilience against external voices, disturbances, and different speech qualities has been improved. The functioning of Staar has exceeded expectations, and its extension is currently underway. However, there is limited information on specific transparency measures, accountability frameworks, or capacity-building for AI use in parliamentary operations, thus more targeted efforts may be needed to fully align with the IPU Resolution's recommendations, as seen in Table 2 below. The Portuguese endeavours shall be interpreted as part of a broader legislative package, which began with the enactment of the Portuguese Charter of Human Rights in the Digital Age.⁹⁰

⁸⁷ Nascimento, P. et al. (2024) Automatic transcription system for parliamentary debates in the context of assembly of the republic of Portugal. *International Journal of Speech Technology*, 27, pp. 613–635.

⁸⁸ Granja P. (2023) The Portuguese Parliamentary Reporters' Experience with Automated Speech Recognition Systems. *The Journal of Professional Reporting and Transcription*, 2/2023. Available from: <https://tiro.intersteno.org/2023/12/the-portuguese-parliamentary-reporters-experience-with-automatic-speech-recognition-systems/> [Accessed 30 Jun. 2025]

⁸⁹ Aguiar De Lima, T. and Da Costa-Abreu, M. (2020) A survey on automatic speech recognition systems for Portuguese language and its variations, *Computer Speech & Language*, 62, Available from: <https://doi.org/10.1016/j.csl.2019.101055>. p. 101-155.

⁹⁰ Law no. 17/2021, *On the Portuguese Charter of Human Rights in the Digital Age*, Portuguese Republic. In: Portuguese

4.4. SPAIN

Although the fact, that the Spanish draft law on AI does not explicitly cover the parliamentary application of AI,⁹¹ in the autumn of 2024, the Spanish Congress of Deputies decided to award the right to develop its AI-based ASR system to Pangeanic, a company based in Valencia.⁹² The planned implementation of the new software could also facilitate the live translation of parliamentary debates between the various languages and dialects of the country. Therefore, such a reform could significantly improve access to political discourse by better involving ethnic minorities, in accordance with Art. 12 of the IPU Resolution. Pangeanic has already successfully introduced an AI-based ASR system in the legislative body of the Valencian Community. Furthermore, experiments have also taken place to develop software that provides bilingual Spanish-Basque transcripts from the sessions of the Basque Regional Parliament.⁹³

4.5. THE EUROPEAN PARLIAMENT

The EP primarily turned to the help of AI to popularize its history. A significant part of the archive was digitized by the background apparatus, and now involving generative AI, the Archives Unity Dashboard application was developed. It is built from the digitized elements of the EP's archive, which has been expanding since 1952.⁹⁴ The tool can provide answers to the questions of interested parties, selecting from more than 100,000 documents based on keywords. It then interprets the selected documents and formulates an understandable and concise answer based on this. In addition, the application is available in all official languages of the EU, and can translate documents that were originally mostly in French into the other 27 languages, in accordance with EU treaties and Art. 12 of the IPU Resolution, as seen in Table 2 below.⁹⁵

⁹¹ Cuatrecasas. (2025) *El Anteproyecto de Ley desarrolla el sistema de infracciones y sanciones de acuerdo con el Reglamento de IA*. [online] Available from: <https://www.cuatrecasas.com/es/spain/propiedad-intelectual/art/anteproyecto-ley-buen-uso-gobernanza-ia>

⁹² Pangeanic Blog. (2024) *Pangeanic to implement AI transcription technology in Spanish Parliament*. [blog entry] 27 November. Valencia: Pangeanic. Available from: <https://blog.pangeanic.com/pangeanic-will-implement-ai-transcription-technology-in-spanish-parliament> [Accessed 30 June 2025].

⁹³ Penagarikano, M. et al. (2023) Semisupervised Speech Data Extraction from Basque Parliament Sessions and Validation on Fully Bilingual Basque-Spanish ASR, *Applied Sciences*, 13(14), Available from: <https://doi.org/10.3390/app13148492>. pp. 84–92.

⁹⁴ Anthropic. (2024) *European Parliament expands access to their archives with Claude*. [blog entry] Available from: <https://www.anthropic.com/customers/european-parliament> [Accessed 22 June 2025].

⁹⁵ European Parliament. (2024) *The EP Archives Unit Launches its first Generative AI tool*. [blog entry] Available from: <https://historicalarchives.europarl.europa.eu/en/s>

Apart from the chatbot, the EP is also developing ASR for preparing reports from parliamentary debates.⁹⁶

Country	Use Cases	Gen-AI	Human Involvement	Opportunities	Risks
Estonia	- Preparing minutes and live subtitling - Legal advice for MPs	No	Required	Improved accessibility of parliamentary information	Inaccurate minutes or legal advice
Italy	- Filtering out similar amendment proposals - Organization of thematic minutes - Chatbots for answering legislative process questions	Yes	Required	Increased efficiency in handling amendments and minutes	Misrepresenting amendments
Portugal	Drafting reports from parliamentary meetings	No	Required	Improved documentation	Inaccurate summaries
Spain	Transcription and translation	No	Not specified	Improved access to parliamentary debates	Inaccurate translations
European Parliament	- Searching historical documents - Translation of documents - Developing ASR for debate reports	Yes	Not specified	- Improved accessibility of historical documents - Enhanced multilingual capabilities	Inaccurate translations and information

Table 2: The integration of AI in the operation of European parliamentary institutions

ites/historicalarchive/home/cultural-heritage-collections/news/ai-dashboard.html [Accessed 22 June 2025].

⁹⁶ de Vos, H. and Verberne, S. (2020) Challenges of Applying Automatic Speech Recognition for Transcribing EU Parliament Committee Meetings: A Pilot Study. In: Fišer, D. Eskevich, M. and de Jong, F. (eds.) *Proceedings of the Second ParlaCLARIN Workshop*. Marseille, France: European Language Resources Association, Available from: <https://aclanthology.org/2020.parlaclarin-1.8/> [Accessed: 30 June 2025]. pp. 40–43; Diaz, K. (2023) *Lawmakers Experiment With ChatGPT to Write Bills*. [blog entry] Governing. Available from: <https://www.governing.com/next/lawmakers-experiment-with-chatgpt-to-write-bills> [Accessed 22 June 2025].

4.6. PARLIAMENTS SERIOUSLY CONSIDERING THE IMPLEMENTATION OF AI: FINLAND, GREECE, LATVIA, LITHUANIA, NORWAY AND THE UNITED KINGDOM

In Greece, the parliamentary staff has already organized several workshops on the perspectives of AI,⁹⁷ which coincides with the government's visionary plans for exploiting technological opportunities.

The Finnish legislature is also dealing with the possibilities of exploiting new technology: the Committee for the Future has already dealt with AI in several hearings.⁹⁸ The idea that AI-based software could prepare summaries of parliamentary sessions has also come up.⁹⁹ It is no coincidence that in the fall of 2022, Helsinki hosted the first international congress on future parliaments.¹⁰⁰

The UK Parliament has also experiments to develop a chatbot supporting the work of parliamentarians;¹⁰¹ while the Norwegian Stortinget has also been actively exploring and implementing AI-based technologies to enhance its operations. A key initiative in this regard is the StorSak project, which aims to implement an information system for handling document production and parliamentary proceedings in a coherent digital value chain. This project focuses on exploring machine learning and AI applications, particularly in areas such as metadata handling and document categorization.¹⁰² In addition, the Stortinget has been experimenting with ASR in 2025 to transcribe speeches in Norwegian languages Bokmål or Nynorsk, according to the individual preferences of MPs, and create the minutes

⁹⁷ Lucke J. and Fitsilis F. (2023) Using Artificial Intelligence in Parliament - The Hellenic Case. in: Lindgren, I. et al. (eds.) *Electronic Government - EGOV 2023. Lecture Notes in Computer Science*, 2023/14130. Available from: https://doi.org/10.1007/978-3-031-41138-0_12

⁹⁸ Žagar, A.P. (2024) *Exploring parliamentary AI debates with computational text analysis*. [blog entry] University of Helsinki. Available from: <https://www.helsinki.fi/en/researchgroups/reimagining-public-values-in-algorithmic-futures/whats-new/exploring-parliamentary-ai-debates-with-computational-text-analysis> [Accessed 30 Jun. 2025].

⁹⁹ Fitsilis, F. (2021) Artificial Intelligence (Ai) in parliaments – preliminary analysis of the Eduskunta experiment, *The Journal of Legislative Studies*, 27(4), Available from: <https://doi.org/10.1080/13572334.2021.1976947>. pp. 621–633.

¹⁰⁰ Eduskunta. (2022). *The World Summit of the Committees of the Future 12–13 October 2022*. [blog entry] Available from: <https://www.eduskunta.fi/world-summit-committees-future> [Accessed 22 Jun. 2025].

¹⁰¹ Brown F. (2024) *The right honourable chatbot? How MPs are considering using AI*. [online] Sky News. 1 December, Available from: <https://news.sky.com/story/the-right-honourable-chatbot-how-mps-are-considering-using-ai-13262273> [Accessed 22 Jun. 2025].

¹⁰² Wahl, T. (2024) The Rise of Data and ai in Parliamentary Proceedings – The Norwegian Parliament, Stortinget. *International Journal of Parliamentary Studies* 4, 1. Available From: <https://doi.org/10.1163/26668912-bja10080> [Accessed 30 June 2025], pp. 79–87.

of parliamentary sessions.¹⁰³ To support Norwegian ASR developments related to parliamentary use and research, in 2019 the Norwegian Language Bank at the National Library of Norway started compiling the Norwegian Parliamentary Speech Corpus (NPSC),¹⁰⁴ a speech dataset with over 140 hours of audio recordings of meetings at the Stortinget.¹⁰⁵ Researchers of the National Library of Norway continue to work on improving ASR models for both Bokmål and Nynorsk, generating increasingly large and comprehensive audio datasets of parliamentary debates.¹⁰⁶

The Lithuanian Seimas has focused on exploring ethical uses and experimenting with smaller initiatives, such as an in-house custom neural machine translation system for Russian and English.¹⁰⁷ To assess the possibilities of AI implementation in public services, including parliamentary operation, the Seimas has established a Working Group on AI within its Committee on the Future at the end of 2023. Thanks to the initiative of the Working Group, in May 2024 the Seimas adopted a resolution on the principles of use of AI technologies in the public sector, outlining 11 principles to adhere to.¹⁰⁸ The Working Group has also proposed a change to the Seimas Statue, that would establish a clear and direct responsibility for the politicians when they use AI-based technologies during their work, for example drafting speeches and legislation. The aim is to enhance

¹⁰³ Norwegian Board of Technology. (2024). *Norway In European Parliamentary Technology Assessment Network: Artificial Intelligence and Democracy 2024 Report*. [online] Available from: <https://eptanetwork.org/news/epta-news/24-publication/140-epta-report-2024> [Accessed 30 Jun. 2025]; Botheim, S. S. (2022) *The Storting is considering big technology*. [online] Språkrådet. Available from: <https://sprakradet.no/aktuelt/stortinget-tingar-stor-teknologi/> [Accessed 30 Jun. 2025].

¹⁰⁴ Solberg, P. E. and Ortiz, P. (2022) The Norwegian Parliamentary Speech Corpus. In: Calzolari, N. et al. (eds.) *Proceedings of the Thirteenth Language Resources and Evaluation Conference*. Marseille, France: European Language Resources Association. Available from: <https://aclanthology.org/2022.lrec-1.106/> [Accessed 30 Jun. 2025]. pp. 1003–1008.

¹⁰⁵ National Library of Norway. (2023). *Norwegian Parliamentary Speech Corpus 2.0*. [online] Available from: <https://www.nb.no/sprakbanken/en/resource-catalogue/oai-nb-no-sbr-84/> [Accessed 30 Jun. 2025].

¹⁰⁶ Solberg, P. E. and Ortiz, P. (2022) *op. cit.*

¹⁰⁷ Tilde. (2020) *Custom neural machine translation engines help Seimas translators to significantly boost their productivity and efficiency*. [blog entry] Tilde.ai, 23 March. Available from: <https://tilde.ai/custom-neural-machine-translation-engines-helps-seimas-translators-to-significantly-boost-their-productivity-and-efficiency/> [Accessed 30 Jun. 2025].

¹⁰⁸ Trembo, S. E. (2024) *In its Resolution, the Seimas has formulated the principles of use of artificial intelligence technologies in the public sector*. [online] Office of the Seimas of the Republic of Lithuania. Available from: https://www.lrs.lt/sip/portal.show?p_r=35403&p_k=2&p_t=288543&p6=25 [Accessed 30 Jun. 2025].

transparency, create a sense of ownership and foster a culture of responsible AI use among politicians.¹⁰⁹

5. DISCUSSION: SOME ARGUMENTS FOR THE NECESSITY OF A NORMATIVE LEGAL FRAMEWORK

The enactment of various soft law instruments and the rapidly emerging number of use cases resonate with the increasing social weight of parliamentary AI, which is strongly connected to the integrity of democratic processes, the protection of fundamental rights, and the significant potential for implementing modern technologies into parliamentary operations¹¹⁰ In our view, the establishment of supranational normative framework rules could provide proper safeguards for the exploitation of parliamentary AI; these could be introduced via two alternative paths.

On the one hand, the EU AI Act may classify AI applications serving internal parliamentary operations in a higher risk category; therefore, the introduction of such tools should be subject to stricter requirements. However, such a solution may hinder the effective implementation of innovative ideas, while the experience of use cases, such as the lower error rate of speech-to-text technologies, underlines the potential enhancement of parliamentary efficiency with the help of AI. On the other hand, a separate European instrument might be enacted, which could underline the framework rules and the fundamental principles to be complied with by parliamentary staff, including those of the EP and national parliaments, when AI-based tools are concerned. The adoption of such a framework regulation should be tailored with extreme carefulness; due regard should be given by the policymakers to at least the following factors.

First of all, the core values and fundamental principles laid down by the available soft law instruments, primarily by the IPU Resolution and the IPU Guidelines, could serve as meaningful points of reference for a foreseen European framework regulation.¹¹¹ Gender disparity, inclusive and accountable AI development, the due protection of personal data and privacy,

¹⁰⁹ Committee for the Future of the Seimas. (2024) Lithuania. In *European Parliamentary Technology Assessment Network: Artificial Intelligence and Democracy 2024 Report*. [online] Oslo: European Parliamentary Technology Assessment (EPTA) Network. Available from: <https://eptanetwork.org/news/epta-news/24-publication/140-epta-report-2024> [Accessed 30 Jun. 2025].

¹¹⁰ Fitsilis, F. von Lucke, J. and De Vrieze, F. (2025) Inception, development and evolution of guidelines for AI in parliaments. *The Theory and Practice of Legislation*. Available from: <https://doi.org/10.1080/20508840.2025.2474791>. pp. 1–24.

¹¹¹ Drahmann, A. and Meuwese, A. (2022) AI and Lawmaking: An Overview. In: Custers, B. and Fosch-Villaronga, E. (eds.) *Law and Artificial Intelligence*. The Hague: T.M.C. Asser Press, Available from: https://doi.org/10.1007/978-94-6265-523-2_22. pp. 433–449.

and the distinguished role of sustainability might be such starting points that could be reflected either in the preamble or in the first section of the envisaged regulation.

Then, a separate section should be devoted to the respect of national sovereignty, since parliaments are among the most important constitutional players of EU member states, representing and expressing national sovereignty. The framework rules should be formulated in such a manner that would exclude influence on the substantial parliamentary work; the proposed legal instrument shall limit itself to the AI-based technical facilities of parliamentary staff. It must be avoided that this regulation interferes with the exclusive competences of national authorities; it would just enumerate some legally enforceable requirements for potential developers and users to be met by parliamentary AI applications. In other words, the proposed European legal instrument should just lay down flexible framework rules determining the main principles and the limits of parliamentary AI applications, however, a broad space of manoeuvre should be left for national parliaments elaborating their own solutions. Furthermore, the European regulation should be strictly restricted to certain aspects of parliamentary operation without influencing under any instance the merits of the legislative process.

Similarly, a separate section should reflect on the distinguished role of parliaments as special businesses with multiple constitutional duties and huge demands for transparency as well as reliability.¹¹² The detailed analysis of the main relevant similarities and differences between parliaments and other potential AI user businesses may provide valuable additional points for the forthcoming regulation.

Apart from this, security concerns shall also be kept at the forefront during the drafting and negotiation process, since parliaments shall work with a huge amount of classified data, including data affecting national security. The involvement of external stakeholders in the development of parliamentary AI applications, or the use of licenses produced by foreign business entities, especially from outside the EU, may also raise considerable security concerns.¹¹³ Besides this, extensive databases of documents, speeches, and images would be needed for the continuous training of parliamentary AI applications; therefore, the unlawful and manipulative use of such content may also generate additional risk factors that should be covered by the

¹¹² Chaudhary, G. (2024) Unveiling the Black Box: Bringing Algorithmic Transparency to AI, *Masaryk University Journal of Law and Technology*, 18(1), Available from: <https://doi.org/10.5817/MUJLT2024-1-4>. pp. 93–122.

¹¹³ Edler, J. et al. (2020) *Technology sovereignty: From demand to concept Perspectives*. [policy brief] Karlsruhe, Fraunhofer Institute for Systems and Innovation Research (ISI).

intended legal framework. The Italian draft artificial intelligence law currently under parliamentary review stipulates that databases of the public administration should be kept on Italian servers.¹¹⁴

As a last key consideration, the boosting of technological innovation in the field of parliamentary operation shall also be highlighted, and the aforementioned crucial arguments for its limitation should be reduced as much as possible.¹¹⁵ The recommended legal framework shall strike a proper balance between the possibility of developing AI-based parliamentary tools and providing reasonable limitations on such endeavors as safeguards.

In our view, the envisaged regulation should be divided into the following parts.

After the preamble laying down the fundamental principles of parliamentary AI application, the scope of the regulation should be described. It should cover parliamentary speech-to-text applications; face recognition systems;¹¹⁶ parliamentary chatbots;¹¹⁷ AI-based tools reviewing and researching voluminous parliamentary documentation; and parliamentary platforms for citizen participation.¹¹⁸ The second section may focus on the specificities of parliaments as businesses, while the third part would provide meaningful safeguards for the protection of national sovereignty during the implementation of this regulation.

The fourth section should give special weight to the protection of fundamental rights when AI-based tools are involved in parliamentary operations.¹¹⁹ Among others, the protection of personal data; the right to

¹¹⁴ Italian Senate. (2025) *Disegno di legge S. 1146 - 19^a Legislatura*. [online], Available from: <https://www.senato.it/leg/19/BGT/Schede/Ddliter/58262.htm>

¹¹⁵ Ganzevles, J. Van Est, R. and Nentwich, M. (2014) Embracing variety: introducing the inclusive modelling of (Parliamentary) technology assessment. *Journal of Responsible Innovation*, 1(3), Available from: <https://doi.org/10.1080/23299460.2014.968439>. pp. 292–313.

¹¹⁶ Kuhlmann, S. (2024) Government Use of Facial Recognition Technologies under European Law. In: Matulionyte, R. and Zalnieriute, M. (eds.) *The Cambridge Handbook of Facial Recognition in the Modern State*. Cambridge: Cambridge University Press (Cambridge Law Handbooks), pp. 127–138.

¹¹⁷ Necz, D. (2024) Rules over words: Regulation of chatbots in the legal market and ethical considerations. *Hungarian Journal of Legal Studies*, 64(3), Available from: <https://doi.org/10.1556/2052.2023.00472>. pp. 472–485.

¹¹⁸ Fitsilis, F. von Lucke, J. and Frank, S. (2023). A Comprehensive Research Workshop on Artificial Intelligence in Parliaments. *International Journal of Parliamentary Studies*, 3, 2, Available From: <https://doi.org/10.1163/26668912-bja10074> [Accessed 30 June 2025]. pp. 316–324; Savaget, P. Chiarini, T. and Evans, S. (2019) Empowering political participation through artificial intelligence. *Science and Public Policy*, 46(3), Available from: <https://doi.org/10.1093/scipol/scy064>. pp. 369–380.

¹¹⁹ Donahoe, E. and Metzger, M. M. (2019) Artificial Intelligence and Human Rights. *Journal of Democracy*, 30(2), Available from: <https://muse.jhu.edu/pub/1/article/721650> [Accessed: 30 June 2025]. pp. 115–126.

privacy; the right to freedom of expression; the right to non-discrimination; the right to equality; the rights of disabled persons; and the rights of future generations should be explicitly mentioned by the proposed legal framework.¹²⁰

In case of fundamental rights violations caused by AI-based parliamentary tools, special remedies should be established for those who are concerned. These remedies could be provided by the national authorities; the European legal framework shall oblige the member states relying on parliamentary AI tools to secure accessible and effective remedies for all citizens interacting with these technologies.

The proposed legal regulation shall provide in a separate section that parliaments would be responsible for raising the awareness of parliamentarians, parliamentary staff, and the general public interacting with AI-based parliamentary tools. For this purpose, education should be provided, while various materials should help spread reliable information on AI-based parliamentary tools.

The proposed legal instrument shall tackle security concerns with detailed rules; these should cover cybersecurity safeguards,¹²¹ the protection of data classified on national security grounds, the combat against disinformation,¹²² and the involvement of private stakeholders as well as foreign collaborators in the development of parliamentary AI applications.¹²³ Potential collaborators arriving from outside the EU shall face additional requirements when they are involved in this field.¹²⁴

Finally, the regulation may establish paths for the exchange of best practices and know-how in Europe and beyond, and how AI-based technologies could serve most efficiently in the daily operation of these special entities.¹²⁵

¹²⁰ Lee, J. (2020) Artificial Intelligence and Human Rights: Four Realms of Discussion: Summary of Remarks. *Proceedings of the ASIL Annual Meeting*, 114. Available from: <https://doi.org/10.1017/amp.2021.47>. pp. 242–245.

¹²¹ Barrinha, A. and Christou, G. (2022) Speaking sovereignty: the EU in the cyber domain. *European Security*, 31(3), Available from: <https://doi.org/10.1080/09662839.2022.2102895>. pp. 356–376.

¹²² Kertysova, K. (2018) Artificial Intelligence and Disinformation: How AI Changes the Way Disinformation is Produced, Disseminated, and Can Be Countered. *Security and Human Rights*, 29, 1-4, 55-81, Available From: <https://doi.org/10.1163/18750230-02901005> [Accessed 30 June 2025]. pp. 55-81

¹²³ Mügge, D. (2023) The securitization of the EU's digital tech regulation. *Journal of European Public Policy* 30(7), Available from: <https://doi.org/10.1080/13501763.2023.2171090>. pp. 1431–1446.

¹²⁴ Varju, M. (2022) The Protection of Technology Sovereignty in the EU: Policy, Powers and the Legal Reality. *European Law Review*, 47(4), pp. 568-583.

¹²⁵ Fitsilis, F. and Lucke, V. J. (2023) Re-shaping Interparliamentary Cooperation Through Advanced Information Sharing. *Australasian Parliamentary Review*, 38(1), pp. 78-88.

6. CONCLUSIONS

Given the rapidly emerging parliamentary AI applications across Europe, this contribution argued for the necessity of an explicit normative legal framework for the inclusion of AI in the daily operation of parliaments. Since we are in Europe in the period of establishing normative legal regulation on AI-based technologies, this may be the proper moment to extend these endeavors into the field of parliamentary exploitation.

Since we discuss a rapidly emerging field, the legal framework should provide the fundamental principles to be complied with; however, a broad margin of movement should be left for national authorities on the grounds of national sovereignty, and also for private stakeholders fostering innovation in this sector.

In this study, we have made a cursory glance at the relevant European soft law instruments and also at the most promising European use cases. Then, the main potential components of a proposed European regulation focusing directly on parliamentary AI involvement have been discussed. As an alternative, the reconsideration of Parliamentary AI's risk classification in the EU AI Act has also been taken into account. These minor steps hopefully bring us closer to the final purpose: a normative legal framework at the European level for the parliamentary involvement of AI-based technologies.

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