

Modernisation of public administration tools: Legal regulation of AI as a factor in increasing the effectiveness of public policy

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Abstract. The article focuses on changing the tools of public policy under the influence of artificial intelligence (AI). The aim of the study was to conceptualise the role of legal mechanisms in the transformation of management processes and the formation of new models of interaction between the state, technologies, and society. The methodological basis of the study was a qualitative approach based on policy analysis using elements of case studies and comparative analysis. This approach made it possible to identify key patterns in the interaction of legal regulation, institutional practices and the use of intelligent systems in public administration. The paper analysed the impact of the introduction of intelligent solutions in the executive and legislative branches on the architecture of law and standards of effective governance. The international experience of legal support for national security in the conditions of digital autonomy of systems was considered. Strategic directions for updating public administration are identified to ensure social justice and environmental sustainability. The study found that the introduction of AI contributes to the transformation of the

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architecture of law, the formation of algorithmic forms of management and the transition to adaptive, risk-oriented models of regulation. It was proven that effective legal regulation of AI ensures increased transparency, accountability, and quality of management decisions, and also minimises the risks associated with the use of algorithmic systems. It was proposed to consider legal regulation of AI not only as a reaction to technological challenges, but as a proactive mechanism for the formation of an innovatively oriented, socially responsible and safe model of public administration. The results of the study can be used to develop effective strategies for the digital transformation of public administration and improve the legal principles of regulating AI

■ **Keywords:** law; tools; sustainable development; effective management; national security

■ Introduction

Deep transformations of modern society, caused by the rapid development of digital technologies, form a new paradigm of the functioning of the state, in which data, algorithms and intelligent systems become key resources of public administration. A special place in these processes is occupied by artificial intelligence (AI), which is increasingly integrated into the mechanisms of development, implementation, and evaluation of public policy. This causes not only a technological update of management practices, but also a significant transformation of the institutional architecture of the state, which is manifested in a change in the role of decision-making subjects, the emergence of new forms of public authority and a revision of the principles of legal regulation. The relevance of the current study is due to the need to form an adequate legal environment capable of ensuring a balance between innovative development and the protection of basic social values.

In the context of the formation of a digital state, the evolution of public administration tools from traditional administrative and legal means to complex, data-oriented and algorithmically supported mechanisms is taking place. F. Sesso (2025) emphasised that the use of AI in public administration covers a wide range of functions: from the automation of administrative procedures and the provision of electronic services to the forecasting of socio-economic processes, risk management and support for strategic planning. At the same time, such a transformation actualises fundamental questions regarding the legitimacy of algorithmic governance, the limits of delegation of power to technical systems, as well as ensuring transparency, accountability, and non-discrimination of decisions made using AI. In the context of the growing autonomy of intelligent systems, law appears not only as a regulatory tool, but also as a mechanism for institutional construction of new forms of interaction between the state, society, and technology. As noted by O. Musii (2025), the lack of a clear legal framework for the use of AI in public administration can lead to increased asymmetry of power, reduced trust in public institutions, as well as the emergence of systemic risks to national security, including cyber threats, data manipulation and opaque algorithmic interference in social processes.

In this context, studies that consider digitalisation through the prism of security transformations are critical. In particular, O. Sydorчук *et al.* (2024) showed that the integration of digital technologies into the security sector forms a complex dynamics of change, which manifests

itself at the intersection of technological, social and economic factors. And although the authors did not focus on the problems of implementing AI, they, based on modelling changes in the state security system, showed how digital infrastructure is both a factor in increasing management efficiency and a source of new risks. This highlights the need for comprehensive regulation and integration of security approaches into digital development policies.

An analysis of modern scientific research showed a growing interdisciplinary interest in the use of AI in public administration. In particular, A. Aarab *et al.* (2025) showed that the implementation of AI can increase the efficiency and transparency of public institutions, but is accompanied by a number of institutional limitations, including data fragmentation, insufficient digital infrastructure and a shortage of competencies. The authors also showed that the effective integration of AI requires a comprehensive transformation of management, including the development of digital resources, human resources and strategic leadership mechanisms. At the same time, G. Hill *et al.* (2025) focused on the transformation of the legislative process, justifying the potential of using LLM systems to optimise the development of regulatory acts, in particular in countering disinformation. The authors also pointed out the need to take into account the risks associated with the reliability and responsibility of algorithmic decisions.

Meanwhile, the existence of a conceptual gap between the technological capabilities of AI and the existing legal instruments for the regulation, according to M. Ighofiomoni (2025), is a significant problem. It manifests itself in the fragmentation of regulatory approaches, the lack of unified standards for evaluating algorithmic solutions, as well as the insufficient integration of the principles of ethics and human rights into the processes of developing and implementing intelligent systems. As a result, there is a need to form a new model of public administration, in which legal regulation acts not only as a restrictive but also as a stimulating factor for innovations, while ensuring the social orientation and safety.

Analysis of modern scientific research showed the growth of interdisciplinary interest in the issues of using AI in public administration. The works of scientists consider the issues of digital governance, algorithmic responsibility, regulatory policy in the field of new technologies, as well as the transformation of public institutions under the influence of digitalisation. However, despite the significant

volume of scientific work, the complex impact of legal regulation of AI on the effectiveness of public policy as a systemic phenomenon that encompasses the interaction of institutions, norms, processes, and results of management activities remains insufficiently studied.

The aim of the article was to theoretically substantiate and conceptualise the role of legal regulation of AI as a key factor in the modernisation of public administration tools and increasing the effectiveness of public policy. To achieve this goal, the following tasks were defined: to study the transformation of public administration tools under the influence of AI; to analyse international experience in legal regulation of intelligent systems; to identify strategic directions for improving public policy in the context of digital transformation.

■ Materials and Methods

The methodological architecture of the study was based on an interdisciplinary approach that combined tools of public administration, law, and research in the field of digital technologies. This approach allowed for a comprehensive analysis of the transformation of the public policy toolkit under the influence of AI, and to substantiate the role of legal regulation as a key factor in increasing its effectiveness. The philosophical basis of the study was chosen to be constructivism, which was based on the understanding of social reality as one that was formed in the process of interaction between actors, institutions, and discourses. In the context of public administration and legal regulation of AI, the constructivist paradigm made it possible to consider legal norms, management practices and technological solutions not as objectively given and static elements, but as socially constructed phenomena that evolved under the influence of political, economic and cultural factors. This approach made it possible to investigate how understanding of the permissible limits of the use of AI was formed in different institutional contexts, how perceptions of risks, ethical standards and the effectiveness of public policy were constructed, as well as how these perceptions affected the processes of norm-setting and managerial decision-making. The study used a qualitative research strategy that combined policy analysis, comparative analysis and case studies.

Policy analysis was used for a systematic study of regulatory acts, strategic documents and regulatory approaches in the field of AI. The objects of analysis were documents of the international and national levels, in particular the AI Act of the European Union (European Commission, 2024), Executive Order 14110 (2023) of the USA, national AI development strategies, as well as recommendations of international organisations (OECD, NIST). The analysis was carried out according to the following criteria: type of regulatory model, level of bindingness of norms, approaches to risk management, mechanisms for ensuring transparency and accountability, as well as the level of protection of human rights.

Comparative analysis was used to compare different models of AI regulation (European, American, and Asian). The comparison was carried out according to unified

parameters: the degree of centralisation of regulation, the nature of regulatory instruments (hard/soft), approaches to risk classification, the presence of control and liability mechanisms. This made it possible to identify the patterns of the formation of regulatory systems and the impact on the effectiveness of public administration. The case study method was used for an in-depth analysis of specific examples of the implementation of legal regulation of AI in the field of public administration. The selection of cases was carried out on the principle of theoretical representativeness and included jurisdictions that demonstrated different types of regulatory models and levels of technological maturity. The analysis included cases of AI use in the areas of public services, social policy, security, and rulemaking (in particular, the USA, EU countries, South Korea). The case analysis covered legal and regulatory acts, strategic documents, digital development policies, as well as practices of using intelligent systems in the activities of public authorities. It was carried out according to the following parameters: the functional role of AI (analytical, predictive, automation), impact on the decision-making process, the level of transparency of algorithms, control and audit mechanisms, as well as the presence of risks (algorithmic bias, opacity, security threats). This made it possible to establish a connection between the characteristics of legal regulation and the actual effectiveness of the use of AI in public administration.

To generalise the results, methods of analysis, synthesis, systematisation and generalisation were used, which made it possible to form a holistic conceptual model of the interaction of legal regulation and the effectiveness of state policy. The reliability and validity of the results were ensured through the use of methodological triangulation, which involved combining different data sources (scientific publications, regulatory legal acts, analytical reports of international organisations) and different analysis methods. This made it possible to minimise the subjectivity of interpretations and increase the validity of the conclusions obtained.

■ Results and Discussion

AI in the practice of public administration: A landscape of changes, opportunities, and dilemmas of responsibility

Modern social development is characterised by the accelerated digital transformation of key areas of life, in particular the public administration system. The constant increase in the volume of information, the expansion of the spectrum of data sources, as well as the growing complexity of socio-economic processes, form the objective need for the implementation of innovative technologies that can increase the validity, efficiency, and quality of management decisions. In these conditions, AI technologies acquire particular importance, since these technologies allow not only to automate the processing of large data sets, but also to significantly expand the analytical and predictive capabilities of public authorities. Of particular interest are neural networks and deep learning technologies designed to solve

complex modelling and forecasting tasks. In the system of public and municipal administration, these technologies are used to assess the future volume of demand for state and municipal services, plan the load on social, medical and administrative institutions, as well as to optimise the distribution of human and financial resources. Therefore, the implementation of these technologies contributes not only to increasing the efficiency of management, but also to increasing the quality of life of the population.

With the development of these technologies, integrated AI platforms are being formed that combine various analytical mechanisms into a single system. Such platforms provide the opportunity to work not only with formalised digital arrays, but also with high-quality information, including texts, images, and multimedia data. As noted by A. Aarab *et al.* (2025), as a result, the interaction of an AI specialist becomes more natural, dialogical in nature, which expands the range of practical use of these systems in the activities of public authorities at all levels of administration. According to the forecasts of the research company Future Market Insights (AI in government..., 2025), between 2025 and 2030 the market for AI in public administration and public services will grow from 26.4 billion US dollars to 60.2 billion US dollars, which will lead to an increase in value by 33.8 billion US dollars, and will account for 30.9% of the total projected growth for the decade. This growth phase will be determined by the acceleration of digital government initiatives, increased investment in “smart city” infrastructure and the growing implementation of AI-based services for citizens. Public authorities are expanding the implementation of AI to meet the growing demand for efficient, transparent and accessible public services

At the same time, as the role of AI in management practice grows, the need for theoretical understanding of the nature of transforming management activities is becoming more urgent. The active use of intelligent systems gives rise to a number of debatable issues related to the rethinking of the essence of a management decision. Increasingly, algorithms and digital systems act not only as an auxiliary tool, but also acquire the characteristics of an independent participant in the process of analysis, forecasting and selection of alternatives. In this regard, a problem naturally arises: does a management decision retain its traditional nature if it is fully or partially formed using AI algorithms, and to what extent is it permissible to redistribute cognitive functions from a person to a machine. However, along with the expansion of the scope of AI, the associated risks also increase. According to a study by S. Giest *et al.* (2025), one of the most important problems remains the quality of input data. The heterogeneity of information sources, the lack of unified standards, errors in data collection, as well as ethical and legal restrictions can reduce the accuracy of algorithms and, as a result, negatively affect the quality of management decisions made. An additional difficulty is the “opacity” of deep learning algorithms, which operate on the principle of a “black box”, which complicates the interpretation of the obtained results. In addition, as

emphasised by H. Dei (2025), one cannot ignore the risk of discriminatory effects caused by errors in training samples or software settings of developers. The threat of personal data leakage is also growing, which places increased demands on information security and the protection of confidential information and personal data. That is why the creation of a risk management system, which involves the use of alternative sources of information and multi-level control mechanisms when making socially and politically significant decisions, is of particular importance.

This leads to the emergence of a new discourse on legal issues. In particular, as AI is introduced, the very concept of a management decision is undergoing transformation. Traditionally, it is perceived as the result of intellectual activity, based on a combination of rational analysis, professional experience and intuition. A management decision is the result of analysis, forecasting, evaluation of alternatives and selection of the optimal option for achieving the management goal (Chen *et al.*, 2023). At the same time, the intuitive component often allows taking into account the unique features of a specific situation, which are always amenable to algorithmisation. In this context, S. Arya & I. Shroff (2025) noted that the issue of distributing responsibility for decisions made using AI, delimiting the area of responsibility between algorithm developers, system users and public authorities implementing these technologies, is of particular relevance. This, in turn, requires improving the regulatory and ethical framework governing the use of AI in public administration. At the same time, it is important that the ultimate responsibility for the consequences of the decision remains with the person as the subject of management.

Paradigm shift

The introduction of AI in public administration brings not only financial benefits, allowing to save a significant amount of money by automating many processes (up to 1.2 trillion dollars by 2030), but also completely new mechanisms for modelling government programmes (Krasodonski *et al.*, 2024). Moreover, machine learning algorithms help analyse big data to predict socio-economic trends (Zaenal & Astuti, 2025). If earlier analytical structures or representatives of the expert and scientific community were involved for such work, now part of socio-economic forecasting is carried out by AI. Its application in state and municipal structures is not limited to improving existing processes, but, according to A. Ahammad (2025), becomes a catalyst for creating innovative approaches that radically change the nature of interaction between government and society. In this vein, media and mass media are monitored to identify current events, as well as stable public opinion on a particular issue, which enables reducing the distance between the state and citizens, as well as responding more quickly to problems that are important to the population. Moreover, AI acts as an impartial actor in the field of public services, so it can be entrusted with control functions. Global discussions on AI mainly focused on governments as regulators or investors in AI, but

significant opportunities exist for governments as developers and users of AI (Aarab *et al.*, 2025; Ahammad, 2025). Governments are not only setting national priorities, investments, and regulations for AI, but are also increasingly using it to develop and implement policies and services. Although the hype around AI grew in the last few years, governments are not new to the use of AI; thousands of government projects with AI are being implemented around the world.

Since 2019, the Organisation for Economic Co-operation and Development (OECD) was working to better

understand the uses and implications of AI in the unique context of government. This includes: developing background papers on the technical foundations of AI, its uses and implications for government; conducting targeted country-specific analyses; identifying trends in government innovation that are often linked to AI; and creating a preliminary framework for AI in government. The OECD also compiled detailed information on hundreds of initiatives on the use of AI in government (OECD, 2024). Types of AI for public services are summarised in Figure 1.

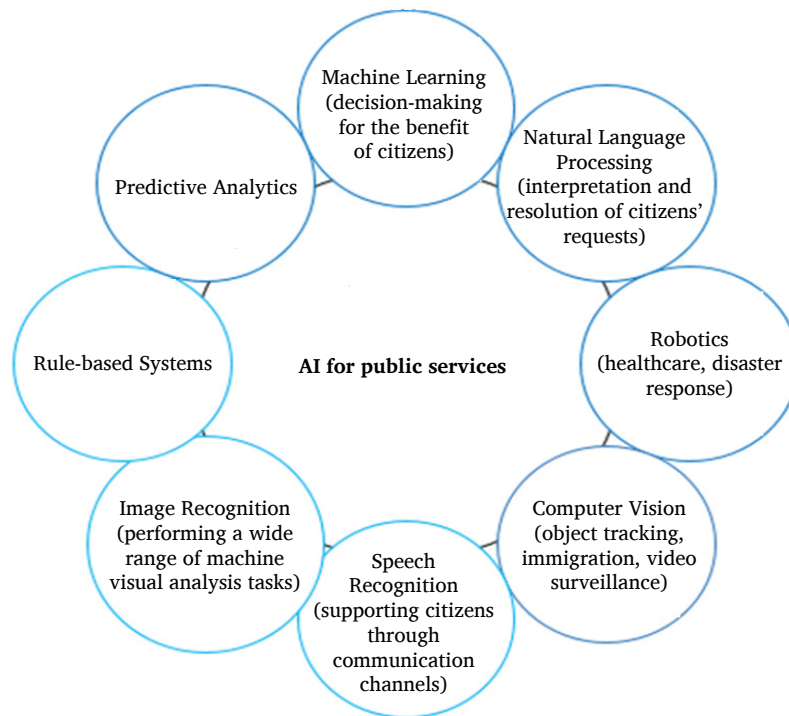


Figure 1. Types of AI for public services

Source: developed by the authors

The AI solutions classifier developed by European experts A. Batool *et al.* (2025) demonstrates the diversity of intelligent tools for solving state-scale tasks, as well as the scope of the practical application (Table 1). It allows both to

systematise approaches to the implementation of AI and to outline trajectories for further improvement of digital governance, aimed at increasing its efficiency, improving the standard of living of citizens and sustainable development.

Table 1. Classifier of AI solutions for public administration

No.	AI solutions	Description	Pilot projects
1	Government digital avatar	A personalised AI assistant integrated into the government services ecosystem. Unifies data, provides tips and notifications	Estonia: Bürokratt; UAE: RAMMAS
2	AI platform for modelling socio-political scenarios	Predicts the consequences of decisions by analysing social and economic data	United Kingdom: Policy; Simulation Tools
3	Flexible AI management of bureaucratic processes	Optimises internal processes, eliminates duplication and speeds up reconciliation	Canada: Agile Government
4	AI advisor for regulatory experimentation	Identifies outdated regulations, suggests launching «regulatory sandboxes» and assessing risks	United Kingdom: FCA Regulatory Sandbox
5	AI architect of personalised social policy	Forms personalised social packages taking into account the life situation of the citizen	Finland: Kela
6	AI algorithm for strategic positioning of the region	Analyses competitive advantages and proposes regional development	USA: REM
7	AI for public procurement auditing	Automates procedures, ensures continuous and large-scale auditing of public procurement, identifying risks of fraud and errors	Brazil: Alice

Table 1. Continued

No.	AI solutions	Description	Pilot projects
8	Platform for analysing public opinion	Analyses citizens' proposals, classifies and clusters ideas, problems, complaints, identifies and summarises trends	Belgium: CitizenLab
9	Virtual assistant for immigration services	Assists applicants with immigration matters by providing information about services and directing applicants to the sections of the site the applicants need.	USA: EMMA
10	AI tool for document generalisation	Summarising the content of various documents (letters, speeches, minutes), which facilitates working with information	United Kingdom: Redbox Copilot

Source: A. Batool et al. (2025)

In different countries, there are already many AI solutions for the needs of state administration. For example, in the USA, the HUD-AI software is used, which distributes housing subsidies, reducing the processing time of applications from 3 weeks to 48 hours (Islam et al., 2024). The development and implementation of AI is carried out within the framework of a partnership between the state and large IT companies: AI developers receive large funding and the opportunity to implement the ideas, and the state is ready to implement AI tools that not only reduce the time for solving routine tasks, but also automate analytical processes and strategic planning. The scale of such partnerships is constantly expanding, but the integration of AI into state structures cannot yet be called widespread, since the activities of government agencies are possible without the participation of such technologies, and bigtech corporations only in interaction with private players (Krasodomski et al., 2024). But partnerships are developing, and the intensity of this process will determine the future infrastructure of public administration and its effectiveness. The idea of buying ready-made solutions from large international digital corporations can act as a brake. It is possible that these technologies will turn out to be cheaper and more functional than national counterparts, but the purchase of a foreign product creates a certain type of dependence on its manufacturer, which can have negative consequences in conditions of geopolitical turbulence.

South Korea is a world leader in public administration based on AI, ranking first in terms of the level of maturity

of AI in government (OECD, 2024). The government is rapidly integrating AI into public administration (chatbots, AI-based police surveillance), while implementing the 2026 Basic Law on AI, which focuses on balancing industrial innovation with security, risk management and mandatory human control over systems that have a significant impact, under the supervision of a presidential committee. Key aspects of AI in South Korea's public administration include the following (Johnsen, 2025):

1. Comprehensive regulatory framework. The Basic Law on AI (effective from January 2026) aims to promote the development of AI while also establishing safety regulations. It defines "high-performance" AI (e.g. in healthcare, finance, transportation) and provides for human oversight, risk assessment, and transparent labelling in the field of AI.

2. National strategy and framework. According to the National Strategy for 2019-2030, South Korea aims to become a top three nation in the field of AI. The National Strategy Committee on AI, chaired by the president, is the main decision-making body that promotes public-private cooperation.

An analysis of contemporary political and economic challenges by M. Rajaei & A. Amiri (2025) showed that in the long term, a state's competitive advantage will be determined by its ability not only to implement AI solutions, but also to adapt these solutions to rapidly changing conditions. In this context, the authors identified a set of key areas of public administration transformation, which are systematised in Table 2.

Table 2. Key areas of adaptation of public administration to the implementation of AI

Direction	Basic components	Characteristic
Modernisation of management models	Interdepartmental coordination; staff training; flexible regulation (sandbox)	Institutional orientation restructuring management, which provides integration of AI into operations of public authorities and increase the adaptability
Infrastructure investments	National data centres; cross-cutting technologies (quantum computing, edge-computing); open API platforms	Formation of technological foundations for a safe, independent and effective use of AI in various sectors of public management
Ethical framework for the use of AI	Algorithm audit; public risk reporting	Software transparency, accountability, and respect for human rights in the use of intelligent systems

Source: created by the authors based on M. Rajaei & A. Amiri (2025)

The presented directions demonstrate that the effective integration of AI into public administration requires a systemic approach that combines institutional, technological and ethical components. In this case, the key factor is not only the technological capacity of the state, but also the ability to ensure consistency between the develop-

ment of infrastructure, management practices and control mechanisms, which together determine the sustainability and legitimacy of digital transformation. Thus, AI ceases to be just a technology; it becomes a strategic resource for a new generation of public administrators, thanks to which the public administrators will be able to gain significant

professional advantages and improve the efficiency and quality of the work.

Legal problems of implementing AI technologies into the system of public governance and administration

One of the most important problems of regulating the implementation of AI into the system of public administration remains the lack of uniform standards of algorithmic transparency and accountability. For example, the use of neural interfaces is practically not covered by legal regulation, as emphasised by V.V. Febiandini & M.S. Sony (2023). In this regard, a number of researchers propose to develop a certain paradigm of “smart (self)restraint”, which would allow for a more conscious and responsible implementation of AI technologies in the management of socio-economic processes. According to the study by D.B. Vuković *et al.* (2025), the use of AI in public services, including in the distribution of social assistance, tax control or automatic identification of violations, is not accompanied by unified decision-making verification mechanisms. According to the authors, in the USA, AI decisions in migration control systems were repeatedly criticised for being a “black box” of algorithms, the evaluation criteria of which are not available to either applicants or lawyers. At the same time, there is no obligation for government agencies to justify decisions made on the basis of AI analysis, which contradicts the principles of administrative transparency.

In addition, A.F. Vatamanu & M. Tofan (2025) drew particular attention to the risks of violations of fundamental human rights. In particular, in the practice of China and some other states, there are known cases of the use of AI in social rating systems, predictive police analysis and automatic monitoring of citizens’ behaviour. Such measures call into question the observance of the rights to privacy, freedom of movement and the presumption of innocence. In the EU, on the contrary, in accordance with the AI Act (European Commission, 2024) and the General Data Protection Regulation (2018), the use of AI in certain high-risk areas is prohibited without strict adherence to human rights impact assessment procedures. It is important that the status of AI remains uncertain. AI is not considered a subject of law, but its specific status as a special object of regulation in administrative activities is not fixed either. This creates difficulties in establishing liability for damage caused by the use of AI, especially in the case of a mixed decision-making architecture (human + algorithm).

In general, the legal regulation of AI in public administration is at the stage of formation and is characterised by a high degree of heterogeneity and contradictions both at the national and international levels. At the same time, the contradictions between innovative development and legal certainty are relevant. Technological transformation requires flexibility of legal regulation, however, excessively soft or framework approaches (for example, recommendatory models in the USA) can contribute to the reduction of legal guarantees and the increase in the arbitrariness of administrative decisions. At the same time, excessively

rigid models, as in China, can lead to a slowdown in the development of AI technologies in the country and difficulties in promoting solutions focused only on the domestic market abroad. C. Bailey (2023) emphasised that the use of ultra-technological tools, such as neurotechnologies, in public administration creates increased risks for ensuring the rights of citizens, since legal doctrines and legislation cannot keep up with the rapid updating of technological realities in administrative processes.

At the same time, there is a discrepancy between the legal structures of classical administrative law and the tasks of digital transformation. The ideas of AI management contradict the established principles of personal responsibility of an official, publicity of the procedure and equality of parties. Automated decision-making complicates the application of the institution of administrative appeal, especially if the algorithm is recognised as a commercial or state secret. Thus, legal norms require adaptation, including the introduction of the categories of “algorithmic governance”, “technical administrator” and “digital solution expertise”. In addition, the problem of international harmonisation of legal approaches is becoming increasingly relevant. There is no consistency in the definitions and classifications of AI systems between the EU, the USA, and China (Arya & Shroff, 2025). In the EU, AI is classified by the level of risk, in China – by the degree of influence on public opinion, in the USA – by the type of technology (Islam *et al.*, 2024). The lack of common concepts complicates international coordination, especially in the field of cross-border public services, for example, when issuing visas, background checks or recognising digital signatures generated using AI. Finally, one cannot ignore the political and legal challenges of liability. The difficulty in determining the subjects of liability for administrative decisions made by AI gives rise to a new form of legal uncertainty. For example, if the tax service made a decision to block an account based on AI analysis of transactions, the question arises as to who is responsible: the operator of the algorithm, the state, the programmer or a specific official. Such issues require the development of a doctrine of “distributed administrative liability” with the possibility of multi-level control, as well as the consolidation in the legislation of the appropriate terminology that makes it possible to determine the developer, owner, operator, and user of AI or a system using AI.

In general, the legal aspects of introducing AI technologies into the sphere of public administration are a complex and multi-level phenomenon, which includes both general issues of the legal status of algorithmic solutions and private aspects related to procedural guarantees, protection of citizens’ rights and institutions of responsibility. Thus, the legal aspects of introducing AI into public administration require a rethinking not only of individual norms, but also of fundamental legal concepts underlying public law, including taking into account the recommendation documents of international intergovernmental organisations (for example, the UNESCO Recommendations



in the field of AI). The development of legal mechanisms capable of ensuring a balance between the effectiveness of algorithms and compliance with constitutional rights is a key challenge of modern public and legal thought.

AI regulation and national security

AI is transforming national security in many ways, creating both opportunities and risks. It can protect countries from cyber threats, make military operations more accurate, and improve decision-making. But it can also spread misinformation, invade privacy, or lead to critical errors. As AI becomes more prevalent in security, a balance must be struck between harnessing its potential for good and controlling its dangers. This means that countries must work together and establish clear rules for the use of AI.

By 2025, there were more regulations than working models in the world of AI. The world is currently divided into three camps on AI regulation:

1. Europe: a tough regulatory model. The AI Act requires risk assessments and audits of “high-risk systems”, including LLMs. Companies must conduct adversarial testing and document the results. The European AI Act, adopted in 2024, is the world’s first comprehensive set of AI regulations. The document introduces a risk-based approach, categorising AI systems according to the risk level. The fine system is modelled after the GDPR and provides for serious sanctions (Jermsittiparsert *et al.*, 2025): up to €35 million or 7% of global annual turnover (whichever is greater) for the use of prohibited AI systems; up to €15 million or 3% of turnover for violating the requirements for high-risk systems; up to €7.5 million or 1.5% of turnover for providing incorrect information to the regulator.

The AI Act is a large and complex document, its requirements are extensive, so it comes into force and begins to be applied in several stages. In general, the law comes into force on August 2, 2026, at which time enforcement authorities will be able to start applying sanctions, and by that time national authorities must create at least one regulatory “sandbox” for AI. The AI Act introduces special requirements for two categories of systems:

- high-risk systems are AI applications used in critical areas: biometric identification, critical infrastructure management, education, employment, law enforcement;
- GPAI (General Purpose AI) models are general-purpose models, including large language models (LLM) and highly specialised LLM fine-tuning.

2. The AI governance model in Ukraine is driven by strategy, not legislation. The National AI Development Strategy (Order of the Cabinet of Ministers of Ukraine No. 1556-r, 2020) functions as a policy and coordination tool that guides regulators, public authorities, and private actors toward responsible AI development while supporting innovation and digital resilience. The strategy reflects two parallel national priorities: accelerating AI-based innovation in government, defence, justice, and the private sector; and protecting democratic values, human rights, and information security, especially in a high-threat

environment. This dual focus made Ukraine one of the most explicit Eastern European jurisdictions in integrating ethical and security considerations directly into AI policymaking. The National Strategy sets out goals, implementation principles, and sectoral priorities rather than enforceable commitments. The AI Development Strategy in Ukraine prioritises: responsible development of AI in public administration, defence, healthcare, education, and business; protection of human rights in automated and algorithmic decision-making; transparency and accountability in high-performance AI systems; combating disinformation, cybersecurity, and information integrity; developing national expertise in AI and technological resilience.

3. National Security Memorandum 25 (2024) is the first document of this level that systematically outlines the commitments of the US national security community to use AI to support democratic values. At the same time, AI regulation in the US remains decentralised and is characterised by the lack of a single comprehensive federal law: despite the presence of strategic documents, in particular Executive Order 14110 (2023), a significant part of regulatory requirements is formed at the state level, which leads to fragmentation of the legal environment. In this context, standardisation initiatives play an important role, in particular the AI Risk Management Framework: Generative AI Profile (NIST, 2024). The document focuses on generative AI (GenAI) systems and offers a practical framework for risk management throughout the entire life cycle of models. Despite its voluntary nature, this profile is already considered a reference point for the formation of compliance standards and the further development of regulatory regulation in the USA.

4. Asia and the Middle East are creating an approach. As the OECD report (2024) shows, the UAE, Saudi Arabia, Singapore, and China have “codes of ethics”, where the security and clarity of the model are still more important than formal penalties. Middle Eastern countries are guided by the experience of Europe and the USA and are creating loyal regulations for business, China is creating its standards independently. The Chinese approach is characterised by a strong emphasis on content control and national security. Regulators require AI systems not to generate content that could “undermine state power” or “disturb public order”. The ethical setting of China’s Open Source models is therefore quite specific: these models will respond with a refusal to provocative questions about the Cultural Revolution, but openly generate text on questions that are not directly related to China (Arya & Shroff, 2025).

In general, the regulation of AI for national security purposes aims to exploit the defensive advantages of AI while reducing the risks associated with autonomous weapons, cyberattacks, and foreign manipulation. Key approaches include integrating AI into defence, protecting data, and establishing ethical principles to prevent an arms race associated with the use of AI. As countries seek to regulate AI, the national security implications of these regulatory frameworks are becoming increasingly important.

The impact of AI on the architecture of law

In addition, AI is fundamentally changing the architecture of law, transforming it from a labour-intensive, input-driven process to a faster, technology-enabled, data-driven function. This transformation involves empowering humans with generative AI and advanced analytics to automate routine tasks, improve decision-making, and reimagine the delivery of legal services. AI is transforming the architecture of lawmaking from a traditionally slow, man-

ual, and document-intensive process to an agile, data-driven, and often automated lifecycle. Using machine learning, natural language processing (NLP), and LLM, parliaments and governments are automating the routine development of legislation, analysing the impact of proposed laws in real time, and identifying gaps or inconsistencies in existing regulations. At the same time, critical challenges are also emerging. Key architectural changes in lawmaking are outlined in Table 3.

Table 3. Key architectural changes in the legislative process in the context of AI

<i>Key changes</i>
From manual drafting to AI-powered generation. AI is increasingly being used to draft legislation, resolutions, and amendments. For example, the United Arab Emirates plans to use AI to write laws, aiming to increase speed by 70%, while Albania is using AI to align its national legislation with EU standards. In 2023, California and Costa Rica introduced resolutions/bills drafted using ChatGPT
Predictive policy impact analysis. Instead of waiting until after enactment, AI models potential outcomes, allowing lawmakers to analyse the economic, social or environmental impact of proposed laws before the adoption
Automated legal consistency checks. AI algorithms compare new draft laws with thousands of existing ones to automatically identify potential conflicts, inconsistencies, or legal duplications
Rules as Code (RaC) integration. There is a movement towards developing “computer-readable” legislation (e.g. using L4 or Blawx), which allows laws to be encoded as logically driven systems that computers can interpret for faster enforcement and compliance
Moving to “adapt and learn” regulation: AI facilitates the transition from “regulate and forget” to “adapt and learn” by providing continuous monitoring and revision of laws based on real-time data
Improved public consultation and sentiment analysis: AI tools analyse vast amounts of public statements and sentiment on social media, allowing lawmakers to quickly gauge public opinion on specific provisions or topics
<i>Risks and challenges of the new architecture</i>
“Legislative DDoS”. The potential for using AI to overload consultation processes with huge volumes of automated, uniform submissions
Hallucinations and reliability: AI models can create false court cases or precedents that require strict human oversight
Transparency and accountability. The “black box” in AI decisions makes it difficult to track how specific, potentially biased wording got into the project
Shift from human to machine control. There is a risk of diminishing the role of legislative staff and elected members in making crucial decisions, shifting responsibility to technologists

Source: created by the authors based on G. Hill et al. (2025), J.A. Rabanos & B. Spaić (2025)

Overall, regulating AI at the national level is a 21st century challenge with no simple precedent. Unlike the last technological revolutions, AI is evolving at an unprecedented pace, penetrating virtually every sector, blurring traditional boundaries. Nation states must be proactive and agile in the responses. To succeed, regulators will need to embrace adaptive learning (much like AI itself). This means constantly updating rules based on real-world outcomes, collaborating across countries, and engaging experts from multiple disciplines. The most effective AI governance is likely to be those rules and regulations that can be clearly explained and justified to both the engineer and the average citizen.

Based on the results of the analysis, a number of possible directions for further development were identified to ensure the optimal use of AI in public administration:

- development of a strategy for the use of AI in public administration, which would determine, among other things, the goals and objectives of regulation, as well as describe existing challenges and threats;
- in order to ensure information security, determining the permissible limits of the use of foreign-made AI systems in public administration, excluding the possibility of

dependence of significant administrative processes and decisions on foreign manufacturers (elements of such a practice exist in the Five Eyes Alliance). One of the possible solutions may also be the creation of a register of domestic AI systems, which can be a criterion during public procurement or selection for receiving state support measures;

- making decisions on consolidating legislative norms in the field of AI, mainly based on the results of an analysis of the practice of the application on the basis of experimental legal regimes and projects implemented within the framework of these regimes;
- development of state standards in the field of state and municipal administration by analogy with the adopted and current standards in the fields of healthcare, education, transport and other industries.

The results obtained confirm that the integration of AI into the public administration system is not only a technological, but primarily an institutional and legal process, which is accompanied by significant transformations of management practices. It was established that the use of AI contributes to increasing the efficiency of decision-making, expanding the analytical capabilities of government agencies and the transition to predictive management models.

These results are consistent with the conclusions of A. Aarab *et al.* (2025), who note that the implementation of AI allows for increasing the speed and transparency of state processes, however, the effectiveness of its use is limited by institutional readiness and data quality.

At the same time, the results of the study confirm that the key limitation of AI implementation is not technological, but organisational and regulatory factors. The identified problems of data fragmentation, lack of unified standards and insufficient level of digital competencies correlate with the results of systematic reviews in the field of AI governance (Batool *et al.*, 2025), which emphasise the need for a comprehensive approach to managing digital transformations. This indicates that the effectiveness of AI is determined not only by the level of technology development, but also by the coherence of the institutional environment. Special attention should be paid to the transformation of the nature of the management decision. The results of the study demonstrate a gradual transition from an anthropocentric decision-making model to a hybrid one, in which algorithmic systems act as full participants in the analytical process. This is consistent with the approach of Y.-C. Chen *et al.* (2023), who emphasise that the impact of AI goes beyond technical automation and affects fundamental public values, in particular transparency, accountability and justice.

At the same time, the results confirm the presence of significant risks associated with the use of AI in the public sector. In particular, the problems of the “black box”, the possibility of algorithmic discrimination and the risks of data leakage identified in the study coincide with the conclusions of A.F. Vatamanu & M. Tofan (2025), which point out the vulnerability of human rights in the context of automated decision-making. This highlights the need to form effective mechanisms for monitoring and auditing algorithmic systems. At the macro level, the results of the study confirm the trend towards the formation of multi-level models of AI regulation, combining international recommendations, national strategies and sectoral regulations. A similar approach is reflected in OECD reports (2024), which underline that the readiness of states to implement AI depends on the ability to integrate technological, legal and ethical aspects into a single management system. At the same time, the fragmentation of regulatory approaches identified in the study indicates the absence of a unified global model of AI governance.

In addition, the results showed that the development of AI changes not only management practices, but also the architecture of law, in particular the processes of rulemaking. The identified trends towards the automation of legislative activity, the use of predictive analytics and the transition to adaptive regulation are consistent with the conclusions of G. Hill *et al.* (2025), who consider generative AI as a tool for optimising the lawmaking process. At the same time, this creates new challenges related to the responsibility, reliability, and legitimacy of such decisions. In general, the results of the study indicate that the implementation of

AI in public administration has a dual nature: on the one hand, it creates significant opportunities for increasing the effectiveness of public policy, and on the other, it generates a set of new risks and legal uncertainties. This requires a transition to an integrated model of AI management that combines technological development with institutional adaptation and legal regulation.

■ Conclusions

The article provides a comprehensive analysis of the transformation of public administration tools under the influence of AI, taking into account the interdisciplinary combination of legal, managerial and technological approaches. The generalisation of the results obtained in different segments of the study made it possible to form a holistic vision of the role of AI as a systemic factor in the modernisation of public policy. It is established that the introduction of AI changes the functional nature of public administration, causing a transition from traditional administrative models to data-oriented, algorithmically supported forms of decision-making. Such transformations are accompanied by an increase in the efficiency, speed and analytical validity of public policy, which is confirmed by the results of the analysis of international practices and cases. At the same time, it is proven that the digitalisation of management based on AI generates a set of new risks, including algorithmic bias, opacity of decision-making, a decrease in the level of accountability and potential threats to national security. This necessitates a rethinking of the role of law as a tool not only for regulation, but also for strategic management of technological processes.

Based on the application of the grounded theory method, a conceptual position was formed that the legal regulation of AI is a key driver for increasing the effectiveness of public policy, provided that it is integrated with institutional practices and technological infrastructure. It was established that the most relevant are risk-oriented and adaptive regulatory models that provide a balance between innovation, security, and respect for human rights. The results of the case study confirm that the effectiveness of the use of AI in public administration largely depends on the quality of the legal environment, the level of institutional capacity and the availability of control mechanisms, such as algorithm auditing, impact assessment and ensuring transparency.

It is substantiated that the modernisation of public administration tools in the context of the development of AI requires the formation of a new paradigm of legal regulation, characterised by proactivity, flexibility and cross-sectoral integration. Such a paradigm should take into account the dynamic nature of technological change, ensure effective risk management, and contribute to the achievement of sustainable development goals. Prospects for further research are related to deepening the theoretical understanding of algorithmic governance, developing institutional models of responsibility for decisions made with the use of AI, and also to the formation of universal

approaches to international legal regulation of AI in the face of global challenges.

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Conflict of Interest

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Модернізація інструментарію публічного управління: правове регулювання ШІ як фактор підвищення ефективності державної політики

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■ **Анотація.** Стаття фокусується на зміні інструментарію державної політики під впливом штучного інтелекту. Метою дослідження була концептуалізація ролі правових механізмів у трансформації управлінських процесів та формуванні нових моделей взаємодії між державою, технологіями та суспільством. Методологічною основою дослідження є якісний підхід, що ґрунтується на policy-аналізі з використанням елементів кейс-стаді та порівняльного аналізу. Такий підхід дозволив виявити ключові закономірності взаємодії правового регулювання, інституційних практик та застосування інтелектуальних систем у публічному управлінні. В роботі проаналізовано вплив впровадження інтелектуальних рішень у виконавчу та законодавчу владу на архітектуру права та стандарти ефективного управління. Розглянуто міжнародний досвід правового забезпечення національної безпеки в умовах цифрової автономії систем. Визначено стратегічні напрями оновлення публічного управління для забезпечення соціальної справедливості та екологічної стійкості. У результаті дослідження встановлено, що впровадження штучного інтелекту (ШІ) сприяє трансформації архітектури права, формуванню алгоритмічних форм управління та переходу до адаптивних, ризик-орієнтованих моделей регулювання. Доведено, що ефективне правове регулювання ШІ забезпечує підвищення прозорості, підзвітності та якості управлінських рішень, а також мінімізує ризики, пов'язані з використанням алгоритмічних систем. Запропоновано розглядати правове регулювання ШІ не лише як реакцію на технологічні виклики, але як проактивний механізм формування інноваційно орієнтованої, соціально відповідальної та безпечної моделі державного управління. Результати дослідження можуть бути використані для розробки ефективних стратегій цифрової трансформації публічного управління та вдосконалення правових засад регулювання штучного інтелекту

■ **Ключові слова:** право, інструментарій; сталий розвиток; ефективне управління; національна безпека