



Established by the European Commission

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Al in Parliament to Support the Legislative Process: Legal Theory, Methods, Applications



Prof. Monica Palmirani – University of Bologna, CIRSFID-ALMA AI – Italy 19th June 2025, Chicago





- Theory of law principles when AI enters in Parliament
- Hybrid Al Methodology for Law
- 4 applicative AI&Law projects in Parliament

THEORY OF LAW PRINCIPLES

Different goals of AI in Legislative Domain

member of the parliamentsDefinitionsDrafting of the referencesannotationclusteringTasks for the democratic debatesCreation of executive summaryAnalysis of impactAnalysis of effectivenessPolicy Checking	Task for the legislative offices	Linguistic Translation	Quality Checking	Assist of consolidation	Assist of Amendment
democratic debates executive summary Analysis of Analysis of effectiveness Checking	member of the		Legislative Drafting of the		Classification/ clustering
	democratic	executive			Policy Checking
the citizens ChatBot Search al Query executive		ChatBot	Search		Creation of executive summary

Democra Debate	atic		номе
Science	Current Issue	First release par	Fa Po
HOME > SCIENCE > VOL. 386, NO. 6719 > AI CAN HELP		DUND IN DEMOCRATIC	Pie: Voi

Fallacious Argument Classification in Political Debates

AWARDS

TRUSTEES/OFFICERS

Pierpaolo Goffredo, Shohreh Haddadan, Vorakit Vorakitphan, Elena Cabrio, Serena Villata

PROCEEDINGS

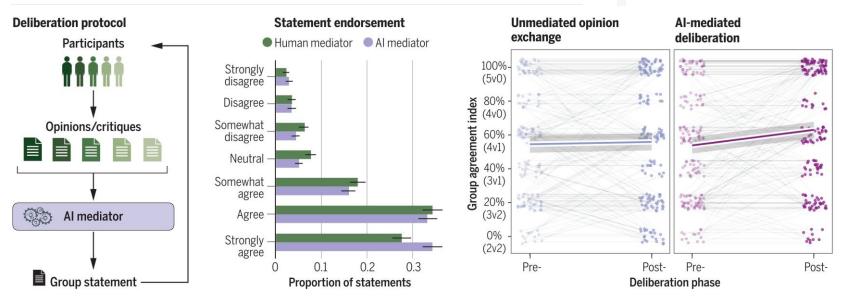
Artificial Intelligence Organization

CONFERENCES

AI can help humans find common ground in democratic deliberation



SCIENCE • 18 Oct 2024 • Vol 386, Issue 6719 • DOI: 10.1126/science.adq2852



Al-based solutions for legislative drafting in the EU





Fotis Fitsilis Hellenic Parliament

 Table 3 - Grouping of priority smart functionalities in technology clusters.

SF Cluster	Technology	SF
I	Advanced Language Editing and Correction	#9-#10-#12-#13
П	Named Entity Recognition	#3
III	Semantic Similarity	#11-#14-#15-#20
IV	Natural Language Generation	#26
V	Information Extraction	#19

zeppelin university

Approaching the Integration of Large Language Models in the Parliamentary Workspace

Enhancing Parliamentary Processes with LLMs

4th Global Conference on Parliamentary Studies Reinventing Democracy for the 21st Century, Athens, 13.06.2025

> Jörn von Lucke The Open Government Institute Zeppelin University Friedrichshafen, Germany



TOGI Prof. Dr. Jörn von Lucke 2025-06

Weakness of LLM/ML in Legal Domain

- Structure: LLM works at sentence level/document level and this approach is not capable to understand the structure - e.g., sequence of articles
- Context: LLM loses the context e.g., jurisdiction, temporal parameters
- Reference: ML does not consider the normative and juridical citations. The normative references evolve over time - e.g., art. 3 is not the same forever
- Time: the LLM is timeless and the legislation is integrated in the legal system
- Provenance: LLM is trained with heterogenous sources and in Legal Domain it is fundamental to have authoritative legal sources

The current and authoritative definition of "**food**" in EU legislation is found in **Article 2 of Regulation (EC) No 178/2002**, also known as the *General Food Law*. It states:

"Food (or foodstuff) means any substance or product, whether processed, partially processed or unprocessed, intended to be, or reasonably expected to be ingested by humans. 'Food' includes drink, chewing gum and any substance, including water, intentionally incorporated into the food during its manufacture, preparation or treatment. 'Food' shall not include:

- 1. "feed;"
- 2. "live animals unless they are prepared for placing on the market for human consumption;"
- 3. "plants prior to harvesting;"
- 4. "medicinal products (as defined by Directives 65/65/EEC and 92/73/EEC);"
- 5. "cosmetics (per Directive 76/768/EEC);"
- 6. "tobacco and tobacco products (as per Directive 89/622/EEC);"
- 7. "narcotic or psychotropic substances (under the 1961 and 1971 UN Conventions);"
- 8. "residues and contaminants." reading.ac.uk +15 "

Insertion in 25/05/2017

(i) medical devices within the meaning of Regulation (EU) 2017/745 of the European Parliament and

Article 2

Definition of 'food'

For the purposes of this Regulation, 'food' (or 'foodstuff') means any substance or product, whether processed, partially processed or unprocessed, intended to be, or reasonably expected to be ingested by humans.

'Food' includes drink, chewing gum and any substance, including water, intentionally incorporated into the food during its manufacture, preparation or treatment. It includes water after the point of compliance as defined in Article 6 of Directive 98/83/EC and without prejudice to the requirements of Directives 80/778/EEC and 98/83/EC.

'Food' shall not include:

- (a) feed;
- (b) live animals unless they are prepared for placing on the market for human consumption;
- (c) plants prior to harvesting;
- (d) medicinal products within the meaning of Council Directives 65/65/EEC (1) and 92/73/EEC (2);
- (e) cosmetics within the meaning of Council Directive 76/768/EEC (³);
- (f) tobacco and tobacco products within the meaning of Council Directive 89/622/EEC (⁴);
- (g) narcotic or psychotropic substances within the meaning of the United Nations Single Convention on Narcotic Drugs, 1961, and the United Nations Convention on Psychotropic Substances, 1971;
- (h) residues and contaminants;



- i) medical devices within the meaning of Regulation (EU) 2017/745 of the European Parliament and of the Council (⁵).
- **V D ala**

VM7 🖸



eLegal evolution



AI and Law

Logic programming – Symbolic Al Semantic Web & Knowledge Representation ML, Classification, clustering, NLP, prediction Legal data analytics Blockchain & Smart Contract LLM, RAG, GenAl multimodal Agentic Al Neuro-Symbolic

CRACKING THE CODE

RULEMAKING FOR HUMANS AND MACHINES



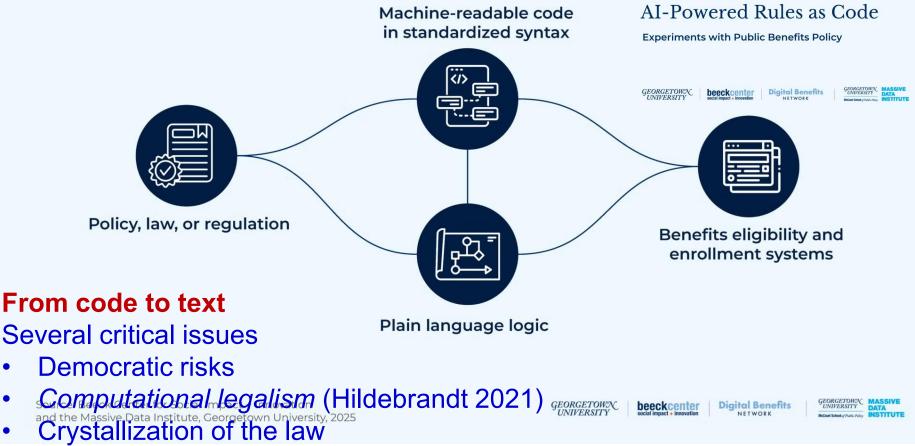
OECD

digital.nsw NSM **Digital Transformation**

Rules as Code - NSW Joins the Worldwide Movement to Make Better Rules

Benefits Eligibility Rules as Code

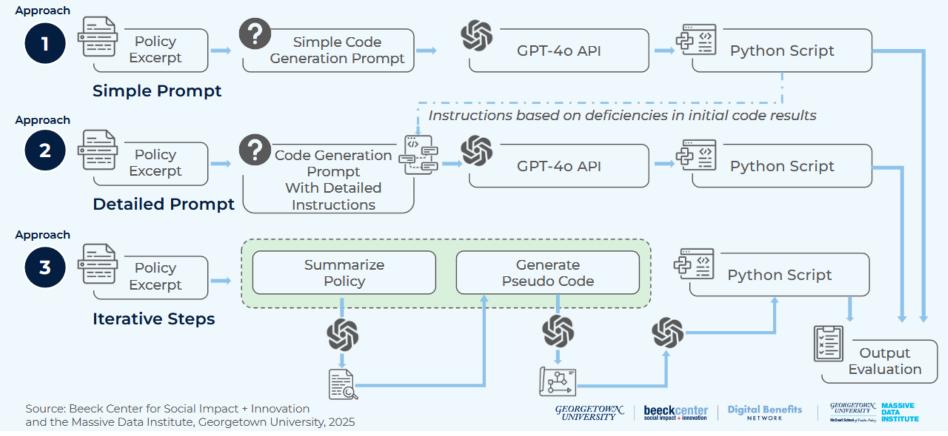




Experiment #4 – generate code&text using LLM

Design

Generate code using simple and detailed LLM prompts and iterative steps



Experiment 4 Results Summary

Generate code using simple and detailed LLM prompts and iterative steps

Criteria	Design 1 Simple Prompt	Design 2 Detailed Prompt	Design 3 Iterative Prompts
Variable Identification	Partial	Good	Good
Input Handling	Poor	Partially good	Poor
Output Correctness	Incorrect	Partially correct	Incorrect
Decision Making	Poor	Partially good	Poor (mechanical)
Logical Consistency	Poor	Improved	Partially consistent
Rule Coverage	Partially covered	Improved	Partially covered
Code Execution	Runs (unstable)	Runs (Improved)	Doesn't run

Performance of Designs Across Criteria

- At a high level, the detailed prompt design was the most successful.
- Summarized policy guidance for code generation reduces code errors.
- Modular design is particularly important in LLM workflows.



beeckcenter Digital Benefits

S GEORGETOWN UNIVERSITY

RGETOWX MASSIVE DATA INSTITUTE



"Our experiments highlight that LLMs can support different parts of the Rules as Code pipeline, but a human in the loop and rich databases containing relevant, up-to-date policy excerpts are essential to facilitate the use of this technology"

"When AI models provide incorrect information, they often do so in a confident tone, which can mislead those without subject expertise."

Al and Legislation Domain: critical issues

- Law is not only rules (e.g., principles and values).
- Norms have been adapted according to the evolution of the society – dynamic model
- Norms are sometimes intentionally vague for implementing flexibility and interpretations (hermeneutic, open text)
- Prediction based on the past should be mitigated to the new events (computational legalism, Hildebrandt 2021)
- Autonomy and transparency are pillars of normativity (Günther 2021)
- The "right of disobey" as a moment of creativity of new norms and to reinforce the normativity

ARTIFICIAL INTELLIGENCE AND LEGAL ANALYTICS

New Tools for Law Practice in the Digital Age

Kevin D. Ashley

CAMBRIDGE

Constitutional Challenges in the Algorithmic Society

Edited by Hans-W. Micklitz, Oreste Pollicino, Amnon Reichman, Andrea Simoncini, Giovanni Sartor and Giovanni De Gregorio



EE Elgar

Roger Brownsword

Rethinking Law, Regulation, and Technology



IS LAW COMPUTABLE?

Carrocal Presectoves on Law Eas Reviversal Intellinence

Klaus Günther

From Normative to Smart Orders?

Abstract: The increasing penetration of new digital technologies, especially artificial intelligence, into almost all areas of society's life has led to the emergence of smart orders. These are orders that are designed to minimize or eliminate deviations from their norms through intelligent design and algorithmic operations. The article explains some examples of smart orders and shows that, at least in principle, a distinction can be made between algorithmically optimized, norm addressee-oriented prevention and addressee-substituting pre-emption of deviant behavior by digital technologies. The focus of the article is then on the question of whether and, if so, in what sense smart orders are still normative orders at all. In the course of the analysis, it becomes apparent that while legal orders and other normative orders pursue the goal of effective enforcement of their norms, they do not pursue the ideal of complete non-deviance. It becomes clear that one of the essential aspects of normative orders is that they are addressed to persons who must embrace them as autonomous and. at the

Words or code first? Is the legacy document or a code statement the better starting point for complexity-reducing legal automation?

Goodenough OR, Carlson PJ. 2024Words or code first? Is the legacy document or a code statement the better starting point for complexity-reducing legal automation? *Phil. Trans. R. Soc. A* **382**:20230160. https://doi.org/10.1098/rsta.2023.0160

Oliver R. Goodenough^{1,2,3} and Preston J. Carlson⁴

* "There are cases where the words-first approach, either through translation or the direct application of LLM style artificial intelligence, may be preferable as a matter of dealing with legacy documentation. Going forward, however, we believe that a code-first approach, intelligently developed and deployed, holds the greater promise for allowing society to grasp the many benefits – including complexity management – that can flow from effective legal automation."

Critical issues in Parliament

- Provenance of the legal sources
- Data/Platform sovereignty and security
- Explicability, Transparency, Accountability
- Bias, Discrimination, Risk assessment
- Parliamentary Autonomy
- Separation of Powers
- Integrity of democratic processes (e.g., rules of law)
- Free Mandate (e.g., not depending on the technology)
- Continuity of Power (e.g., blackout)







Digital-ready policies



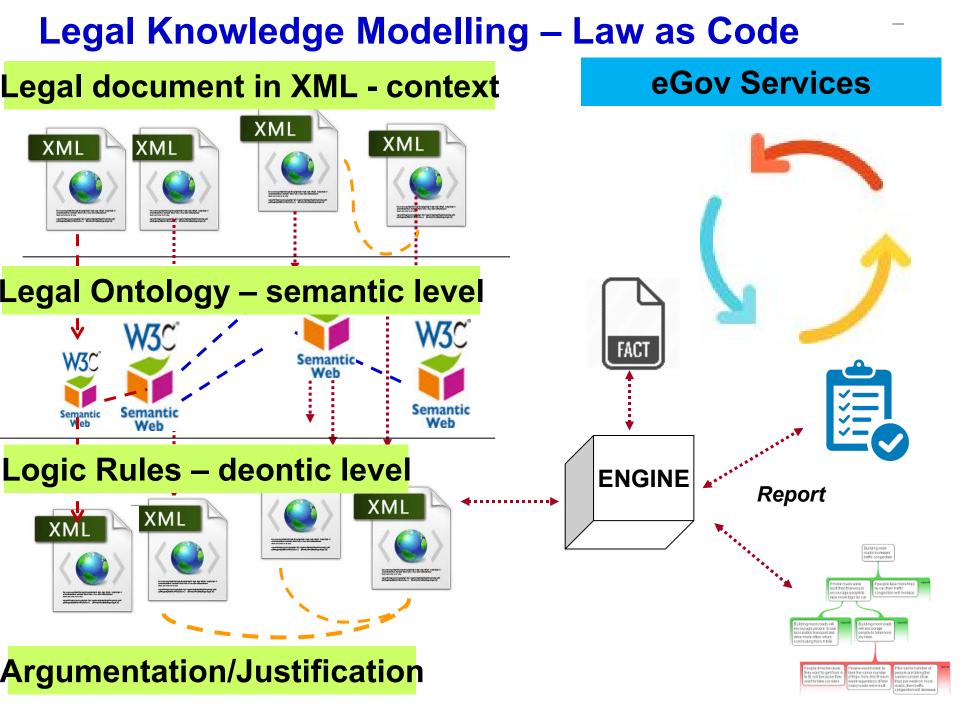
Digital-ready policies: Components and enabler



Law as Code

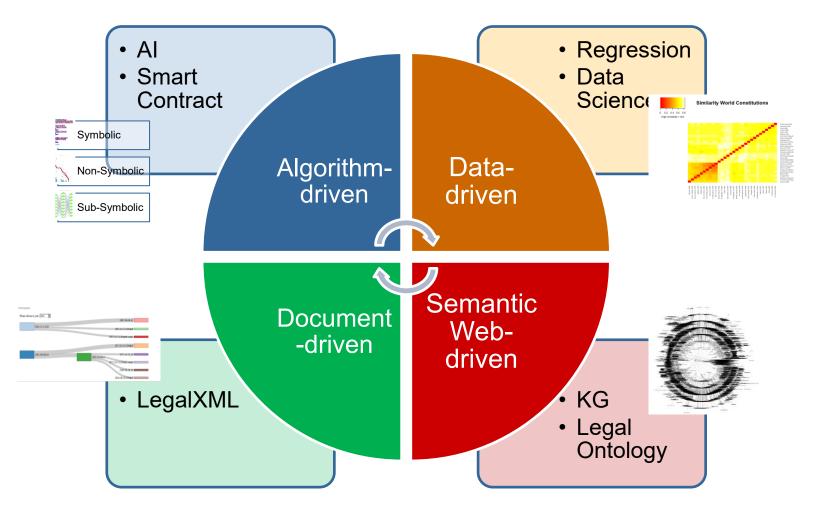


METHODOLOGY



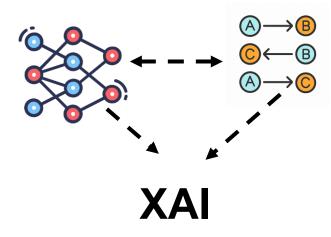
Hybrid AI for the Legal Domain

Content, Context, Semantic, Processing



Neuro-Symbolic

Sub-Symbolic Al Symbolic Al



Cons:

- Implicit Knowledge
- Hallucination
- Indecisiveness
- Black-box
- Lacking Domainspecific/New Knowledge

Pros:

- General Knowledge
- Language Processing
- Generalizability

Large Language Models (LLMs)

Knowledge Graphs (KGs)

Pros:

- Structural Knowledge
- Accuracy
- Decisiveness
- Interpretability
- Domain-specific Knowledge
- Evolving Knowledge

Cons:

- Incompleteness
- Lacking Language
 - Understanding
- Unseen Facts

"White box" approach in Al



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use the Service on behalf of a company, organisation, or v. then includes you and that entity, and opresent and warrant that you are an authorised tative of the entity with the authority to bind the entity Terms, and that you agree to these Terms on the entity's

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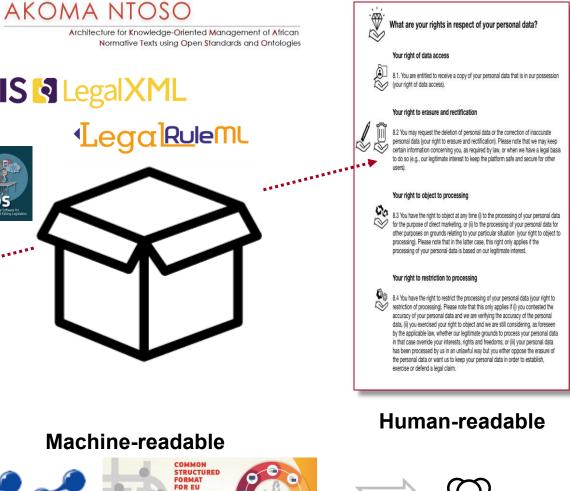
any account created or used by any pe behalf of any such competitor.

must not use the Service to advertise or promote any ous conference(s). YOUR USE OF THE SERVICE

epresent that you are of legal age to form a binding and are not prevented from accessing or receiving the ider any applicable jurisdiction.

2 You agree to only use the Service for lawful purposes and as mitted by these Terms.





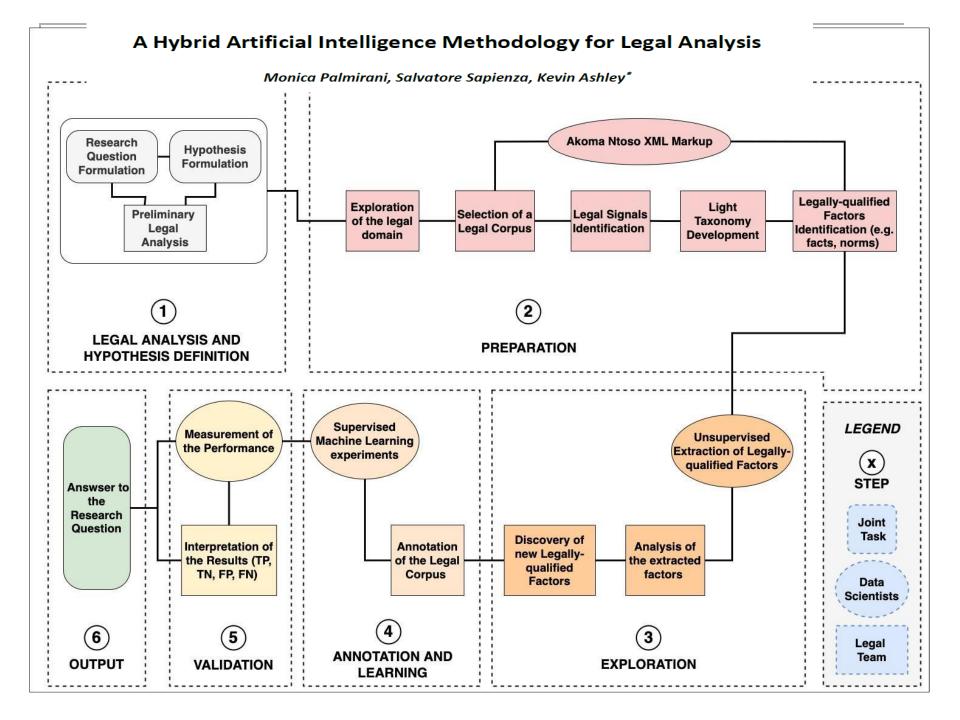
Lawyer-readable



Machine-readable





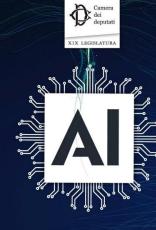


ENDORSE THE EUROPEAN DATA CONFERENCE ON REFERENCE DATA AND SEMANTICS





European Commission



25 luglio 2024, ore 11:30 Sala della Regina

> SEGUI LA DIRETTA: WEBTV.CAMERA.IT

Comitato di vigilanza sull'attività di documentazione

Premiazione dei vincitori

della Manifestazione di interesse per la raccolta di proposte per l'utilizzo dell'intelligenza artificiale generativa per la Camera dei deputati

Intervengono:

Lorenzo Fontana Presidente della Camera dei deputati

Anna Ascani Vicepresidente della Camera dei deputati

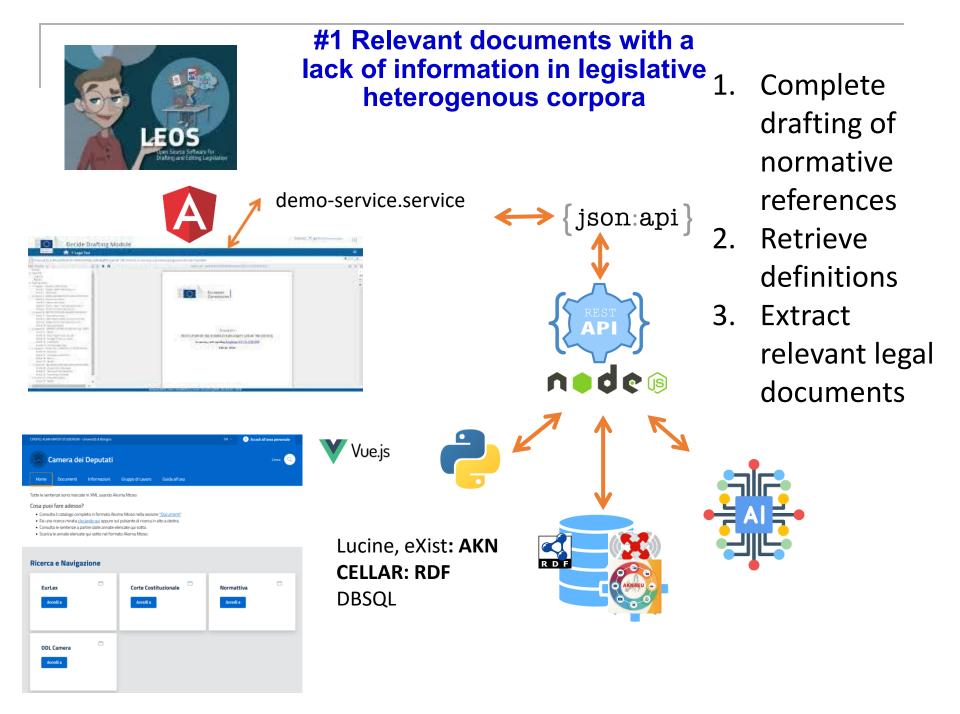
Per accrediti: sg_ufficiostampa@camera.it



4 USE-CASES

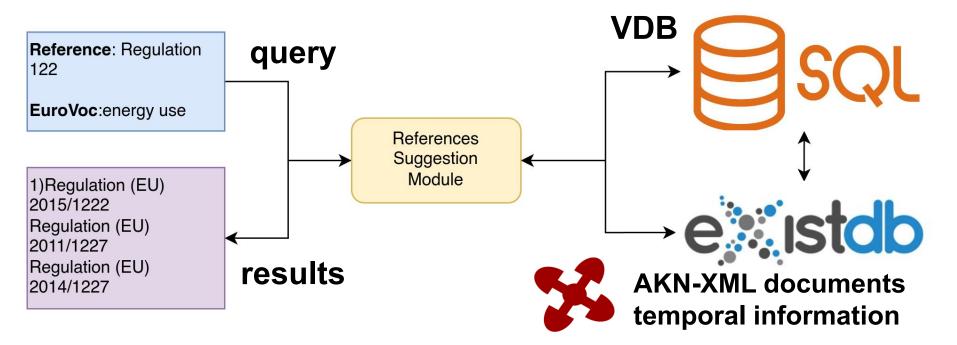
Problem

- Assist the legislative drafting offices and the members of parliament in retrieving relevant legislative sources related to the bill that they want to draft (heterogeneous corpora) – legal ex-ante analysis
- 2. Monitor **policies** over time **ex-post analysis**
- Detect inconsistencies in legislative bills or unconstitutionalities with the Constitutional Court
- 4. Generate new legislative definitions according to the existing corpora with Agentic AI



1.1 Normative references suggestion

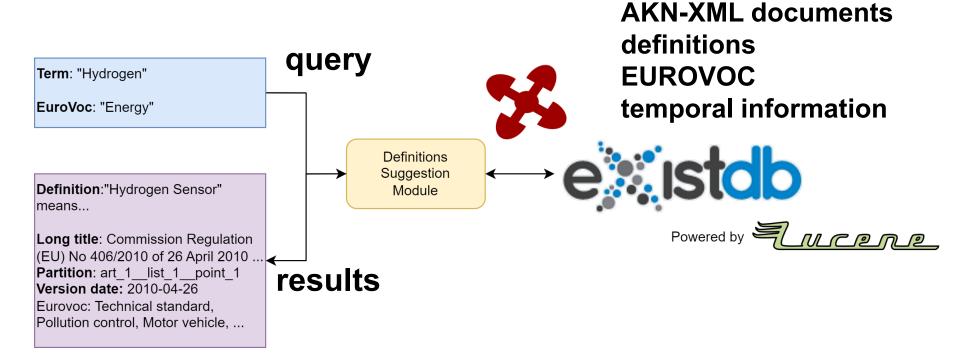
Given an **incorrect** or **partial text**, to get the list of relevant references, syntactically correct, in force, refer to documents that have a similar topic. **Regulation (ECC) No 2873/77 Regulation (EC) 1984/2003 Regulation (EU) 2015/15**



1.2 Legal definitions suggestion

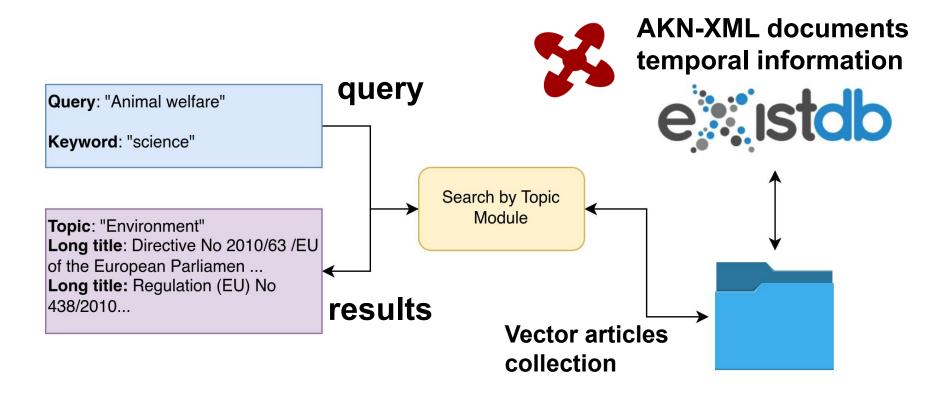
Use prior existing definitions to suggest relevant ones, consolidated and updated, to the user using the topic of the bill (EuroVoc).

- Hydrogen definition in the Energy Bill updated today
- Hydrogen definition in the Food Bill in force in 2026

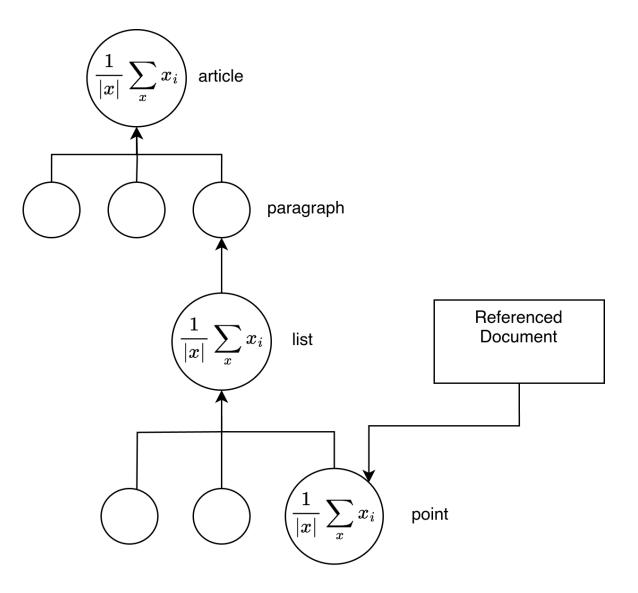


1.3 Search by topic

 Given a keyword of EuroVoc and the topic of bill, it returns a list of the 10 relevant documents divided in two relevant topics top level EuroVoc terms.



1.4 embedding method



#1 - Evaluation

ØDEM & ØGOV

Hybrid Al Enhancing European Drafting Legislation for a Better Regulation Michele Corazza, Generoso Longo, Monica Palmirani, Leonardo Zilli, Salvatore Sapienza and Emanuele Di Sante, ICEDEG, 18-20 June 2025, Bern

EVALUATION FOR THE NORMATIVE REFERENCES SUGGESTIONS.

TABLE III

Number	Top 1 Accuracy	Top 5 Accuracy	Top 10 Accuracy
of			
Eurovoc			
1	0.20	0.40	0.80
2	0.30	0.70	1.00
3	0.30	0.70	1.00

TABLE II



ACCURACY VALUES FOR DEFINITION SUGGESTION AND DOCUMENT CLUSTERING. FOR THE DEFINITION SUGGESTION TASK, WE SHOW BOTH THE RESULTS, INCLUDING NO OUTPUT, AS WELL AS THOSE WHERE THESE CASES HAVE BEEN EXCLUDED.

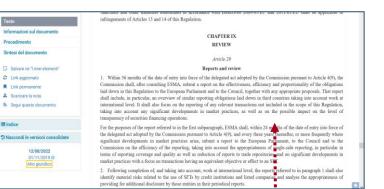
Task	Accuracy (with "blank" outputs)	Accuracy (without "blank" outputs)
Definition suggestion	0.62	0.72
Document clustering	0.52	-

#2 SORTIS: Monitoring and Measuring the Policy



AKOMA NTOSO

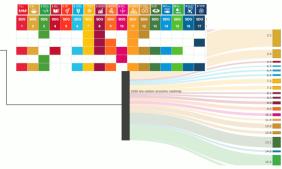
Architecture for Knowledge-Oriented Management of African Normative Texts using Open Standards and Ontolo



to the second se

Measuring

Makino



Monitoring

Reporting Requirement

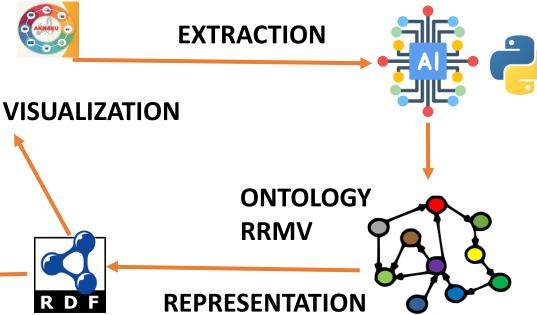
RRMV-RDF

#2 - Extraction and Representation of «Reporting Requirements»

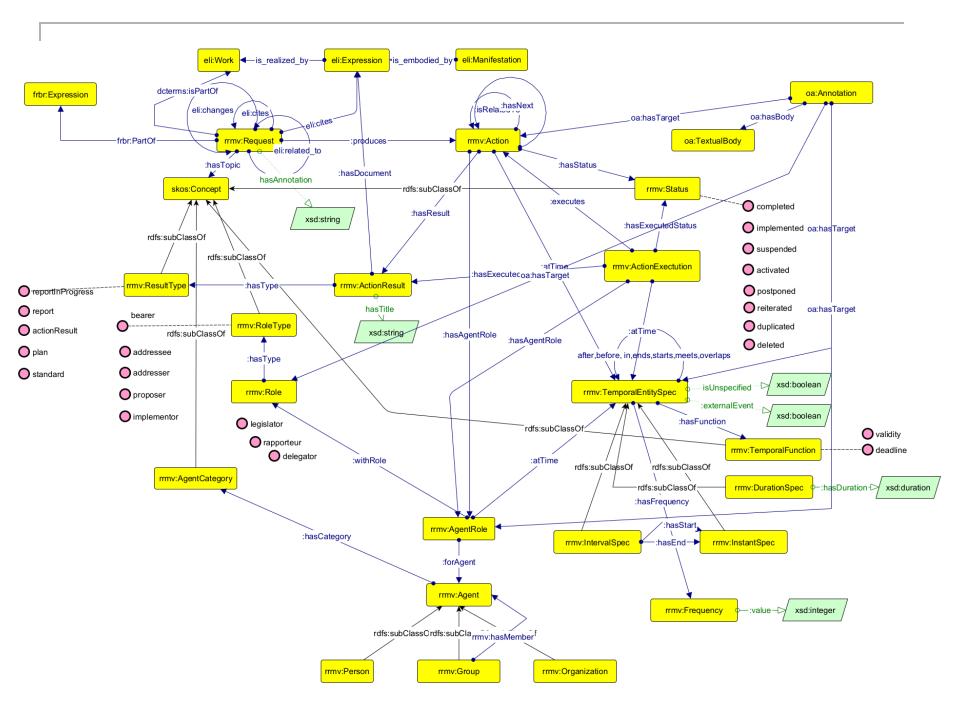
3. The Commission shall provide a report to the European Parliament and the Council by 20 January 2010 on the transparency of quarterly financial reporting and statements by the management of issuers to examine whether the information provided meets the objective of allowing investors to make an informed assessment of the financial position of the issuer. Such a report shall include an impact assessment on areas where the Commission considers proposing amendments to this Article.





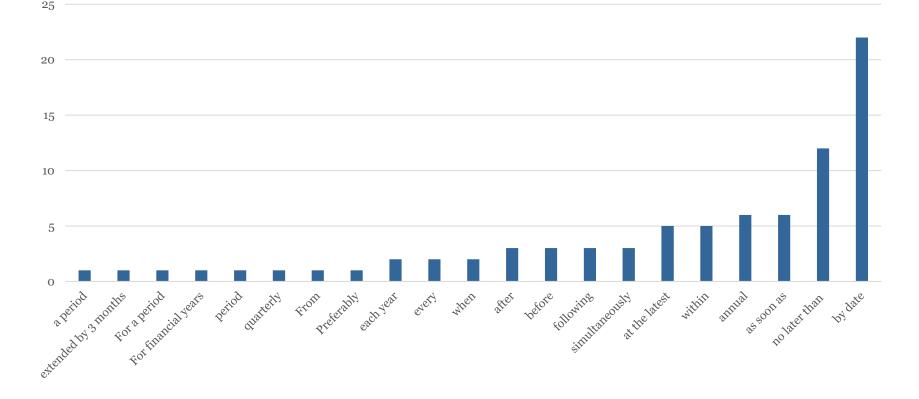


INTEGRATION IN AKN and in KG

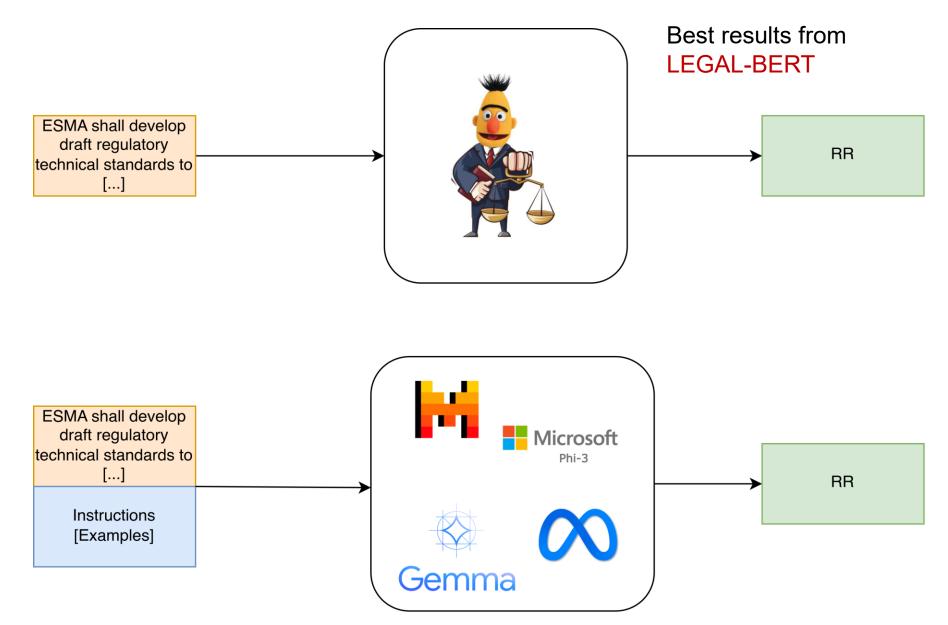


as soon as, preferably, when, simultaneously, at least and not later than

Distribution of the temporal linguistic formula in 48 EU Legislations, 86 paragraphs, 95 RR, 82 temporal information

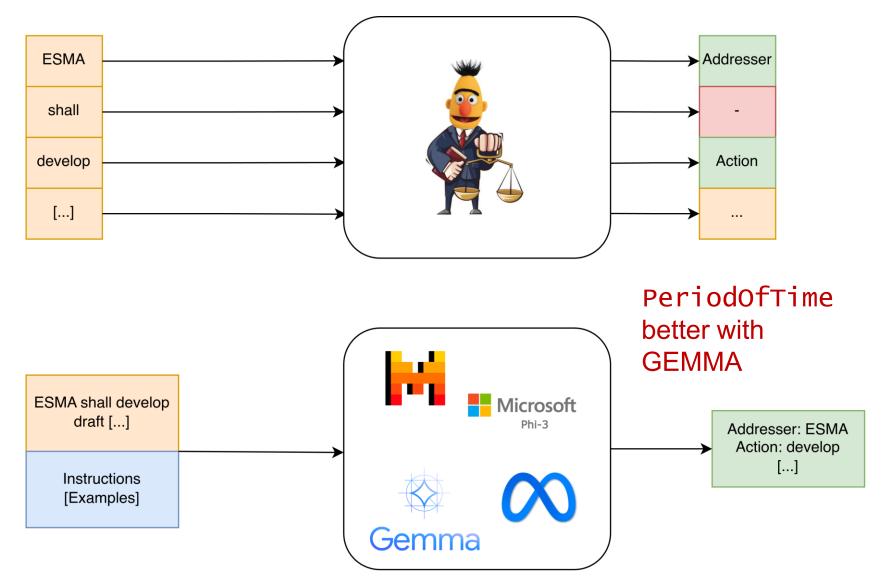


#2 - RR binary classification

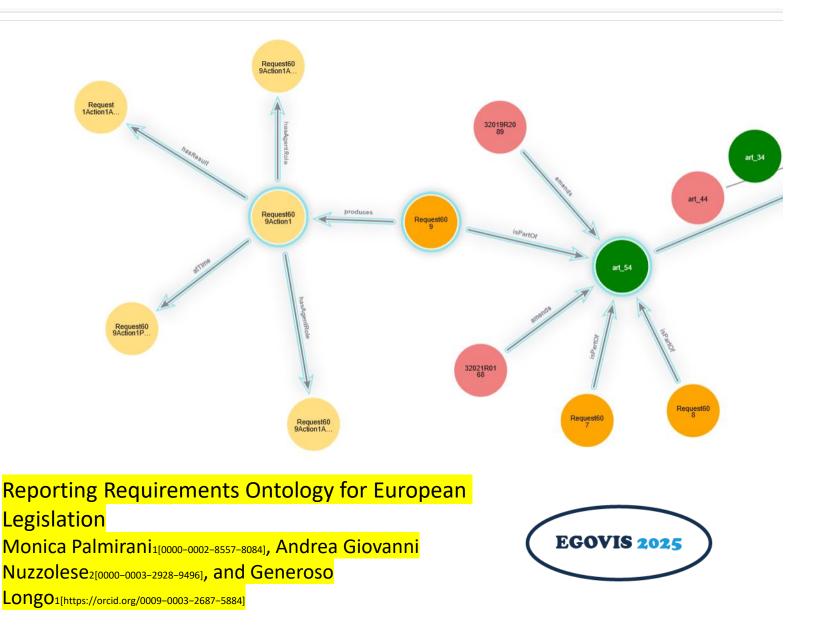


#2 - Entity Extraction

Best result from LEGAL-BERT, followed closely by GEMMA 10-shot and Llama3.3 10-shot RDF



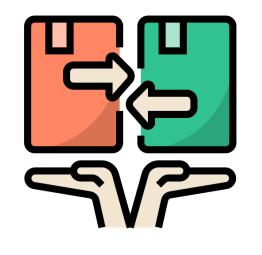
#2 - Art. 54 is modified, it contains RR – Neo4J



#3 Index of unconstitutionality of bill

- In 2024, the 44,5% of the judgments of the Italian Constitutional Court were about the constitutional illegitimacy of law. It is a problem of democracy, dialogue between institutions, division of powers.
- Can we prevent this situation?
 - Bill of the Chamber of Deputies





- Italian legislation (in force/not in force)
- Constitutional Courts all
- Abstract of the Constitutional Cours
- Ratio decidendi annotation made by the judes
- Classification case-law references
 (positive or negative)

#3 Index of unconstitutionality

$$S = \frac{\lambda_1 s_{pj} + \lambda_2 s_{cn} + \lambda_3 s_{pm}}{\lambda_1 + \lambda_2 + \lambda_3}$$

- 1. spj = similarity of «bill» vs. «judgments»
- scn = similarity of «bill commission description» vs. «ratio decidendi» annotated by the judges
- spm = similarity of «bill» vs. «abstract of the case-law provided by the Constitutional Court
- 4. normative references of abrogated law are considered using KG-GraphDB- connected with the AKN-XML collections (eXist)
- Future works: QA with constitutional experts

Prediction of Unconstitutional Index of Italian Bills Monica Palmirani, Michele Corazza, Generoso Longo, Salvatore Sapienza, Pier Fancesco Bresciani and Faria Ferooz ITAL-IA, Trieste, 23 June 2025

Ricerca:

/akn/it/bill/ legge/2024-02-

06/1691/!main

Valore di predizione:

0.7

Under evaluation in the Chamber of Deputies of Italy Sentenza N. 78 Anno 2013 FRBRExpressionuri: /akn/it/judgment/sentenza/cortecostituzionale/2013-04-24/78/!main commissioni_neretti_similarity: 0.702046275138855 corte_similarity: 0.6081182956695557 massime_similarity: 0.5423064827919006 total_similarity: 0.6497120261192322

Sentenza N. 22 Anno 2024

FRBRExpressionuri: /akn/it/judgment/sentenza/cortecostituzionale/2024-02-22/22/!main commissioni_neretti_similarity: 0.5357980728149414 corte_similarity: 0.7811943888664246 massime_similarity: 0.46487703919410706 total_similarity: 0.6492762565612793

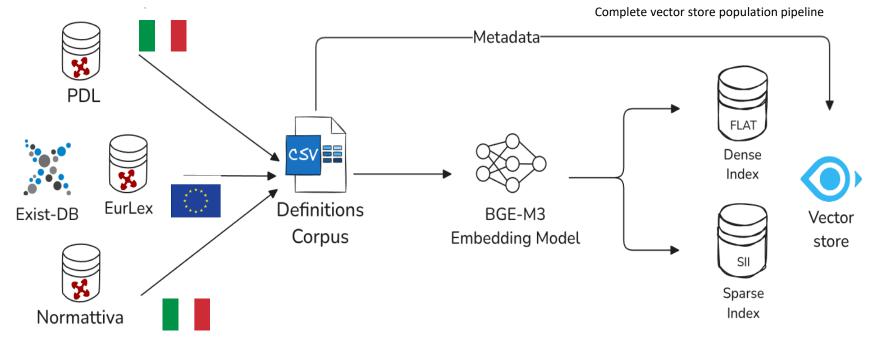
Sentenza N. 3 Anno 2025 FRBRExpressionuri: /akn/it/judgment/sentenza/cortecostituzionale/2025-01-23/3/!main commissioni_neretti_similarity: 0.5262573957443237 corte_similarity: 0.775561511516571 massime_similarity: 0.5038089752197266 total_similarity: 0.6439046859741211

Sentenza N. 102 Anno 2006 FRBRExpressionuri: /akn/it/judgment/sentenza/cortecostituzionale/2006-03-17/102/!main commissioni_neretti_similarity: 0.6654003858566284 corte_similarity: 0.6286078095436096 massime_similarity: 0.5445976257324219 total_similarity: 0.6421276330947876

Sentenza N. 98 Anno 2024 FRBRExpressionuri: /akn/it/judgment/sentenza/cortecostituzionale/2024-06-04/98/!main commissioni_neretti_similarity: 0.5247176289558411 corte_similarity: 0.7724893689155579 massime_similarity: 0.501434326171875 total_similarity: 0.6415954232215881

Sentenza N. 207 Anno 2024 FRBRExpressionuri: /akn/it/judgment/sentenza/cortecostituzionale/2024-12-19/207/!main commissioni_neretti_similarity: 0.48629409074783325 corte_similarity: 0.8089052438735962

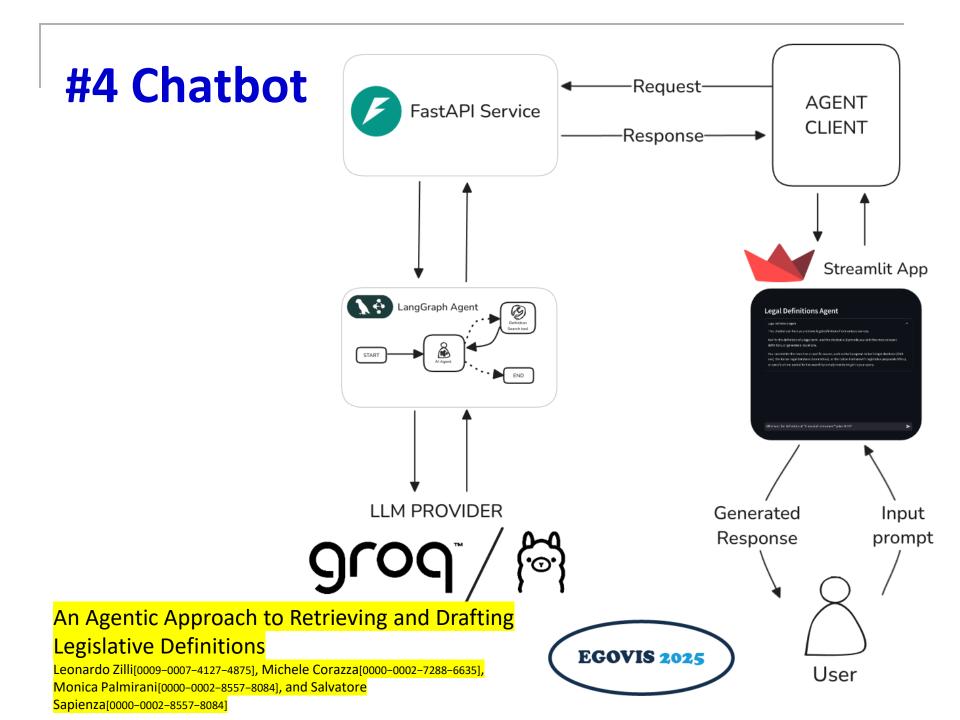
#4 Generate new legislative definitions according to the existing corpora with Agentic Al



Total 22,187 documents, 16,479 definitions BGE-M3 Embedding Model:

- Multilingual
- Embeds up to 8,192 tokens.

Dense (semantics) and Sparse (lexicon) vectors



#5 Quantitative Evaluation - retreival

LLM used: LLama 3.3 70B-Instruct

Point-in-Time Retrieval	Metric	Score
Dataset: Custom (205 entries)	Failure Rate Retrieval Rate Point-in-Time Accuracy	2.43% 87.80% 87.80%
Multi-jurisdiction Retrieval	Metric	Score
Multi-jurisdiction Retrieval Dataset: Custom	Metric Failure Rate	Score

Chouhan, Ashish, and Michael Gertz. 2024. "LexDrafter: Terminology Drafting for Legislative Documents Using Retrieval Augmented Generation."

#5 Evaluation: Qualitative Evaluation



30

20

- Definition with examples
- The technical definitions are influenced by the current state of the art
- The style is verbose

Metric	Rate
Hallucination Rate	6.02%
Irrelevance Rate	1.20%

Takeaway: limitations

- Scarce availability of good legal dataset well annotated
- No stable metrics to measure/compare
- Models change rapidly
- Need computable power (GPU) and infrastructure
- Machine unlearning
- Evaluation needs legal experts educated in AI
- Al literacy inside of the Parliament
- Different performance per language

Rindfleischetikettierungsüberwachungs aufgabenübertragungsgesetz→63 letters

"beef labeling supervision duties delegation law"



Conclusions

- Methodology based on the theory of law is fundamental
- Legal domain hypothesis and problem-solving approach
- Rule of Law included by-design
- Autonomy, Transparency, Explicability and Accountability are crucial for Parliaments
- Hybrid AI: LegalXML, RAG, embedding, KG, QA, Agentic AI, legal reasoning can mitigate the critical issues
- HCI and UX interface for a dialogue with the end-user is essential for Human-in-the-loop, Human-on-the-loop, XAI
- Agentic AI helps to create a virtuous loop, and it is not so longer necessary to have code-first or words-first approach

Distant Writing: Literary Production in the Age of Artificial Intelligence Revised version 5

37 Pages • Posted: • Last revised: 3 May 2025

Luciano Floridi

Yale University - Digital Ethics Center; University of Bologna- Department of Legal Studies

Date Written: April 26, 2025

Nothing is more practical than a good theory.

Ludwig Boltzmann



thank you for your attention

Monica Palmirani monica.palmirani@unibo.it