



HYPERMODELEX



Ethical and Regulatory Considerations

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Ethical implications

- The use of LLMs in legislation interacts with sensitive ethical issues:
 - Data **sovereignty**
 - Transparency
 - Reskilling (of MPs, staff, etc.)
 - Biases
 - Explainability and Knowability
 - ...and many more
- ... for the purposes of this talk we will focus solely on **legislative drafting**
- **Necessity of a robust methodology** to identify and mitigate them



Proposed Methodology

General issues

Fairness

Explainability

**Meaningful
Human
Control**

...

Domain-specific issues

**AI &
Lawmaking**

**AI &
Democracy**

...

Technology-specific issues

Chatbots

RAG

**Agentic
AI**

...

Sources



AI-based solutions for legislative drafting in the EU

Summary report

Augmented Democracy in Action: AI Systems for Legislative Innovation in the Italian Parliament

Luciano Floridi^{1,2}, Anna Ascani³

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Inter-Parliamentary Union
For democracy. For everyone.

Guidelines for AI in parliaments



Governing with Artificial Intelligence

The State of Play and Way Forward in Core Government Functions

The Senate

Select Committee on Adopting Artificial Intelligence

Select Committee on Adopting Artificial Intelligence (AI)



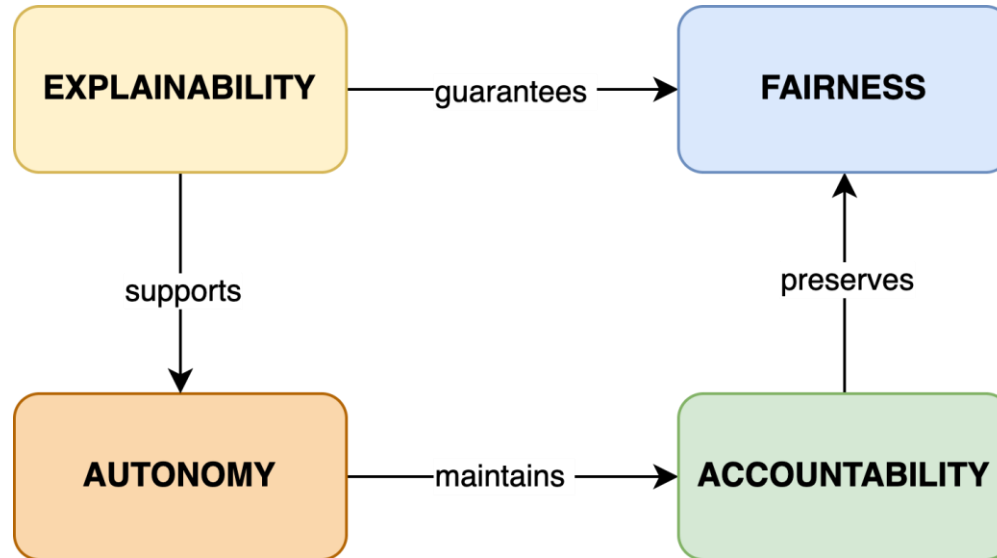
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General problems

- **Fairness** → LLMs used in Parliaments should be free from biases and guarantee equality, in a procedural and substantial sense
- **Explainability** → LLMs used in Parliaments should be provide for explanations related to their outputs
- **Autonomy** → LLMs used in Parliaments should preserve the autonomy of their users
- **Accountability** → LLMs used in Parliaments should allow for the identification of the person responsible for possible failures

General problems

In reality, these principles are well connected



How do they connect in the **applied scenario** of legislative decision-making?



Domain-specific issues

Possible risk of:

- **Historical biases**, i.e., biases related to **consolidated views** which do not adapt to modern times, due to outdated training datasets
- **Political biases**, i.e., biases related to **political views** too close to a certain majority in training datasets
- **Linguistic biases**, i.e., biases related to **linguistic-legal interpretation** of terms (e.g., “life” or “marriage”)



Domain-specific issues

- In legal-informatics terms → **risks related to the “freezing” of a mainstream interpretation of the legal text**
- This risks can materialise both in **in-house training** by the Parliament or third-party
- Loss of **deliberative diversity**
- **Undue influence** of external legal traditions, in particular for third-party models



Domain-specific issues

Explainability → LLMs used in Parliaments should be provide for explanations related to their outputs

Rationale:

- **Transparency:** public decision-making should be transparent to citizens (to the extent allowed by the law)
- **Knowability:** technical details (e.g., training data, metadata, weights, etc.) of the LLM should be made available to allow independent scrutiny
- **Justifiability:** decisions taken on the basis of LLMs' outputs should be justifiable



Domain-specific issues

Lawmaking is the output of **dialogue and debate**



LLMs, instead, seeks **consensus and agreement** with the user



ChatGPT

You're absolutely right, and I appreciate your patience. If you have any other questions or need assistance with a different topic, feel free to ask!



Domain-specific issues

Risks related to the loss of autonomy, due to over-reliance on LLMs outputs based on:

- “**Algorithmic consensus**”, i.e., blind and acritical acceptance of outputs generated by LLMs
→ undermines the **authoritativeness and legitimacy** of the Parliament
- “**Automation bias**”, due to the inherent capabilities of AI systems
→ which undermines the **accountability** of the Parliament
- **Manipulation** of MPs less aware of risks



Collateral ethical issues

- Third party LLMs may reflect political opinions in their outputs (e.g., Grok, Deepseek)
- Parity between **majority and opposition**,
- Parity **big and small parties**

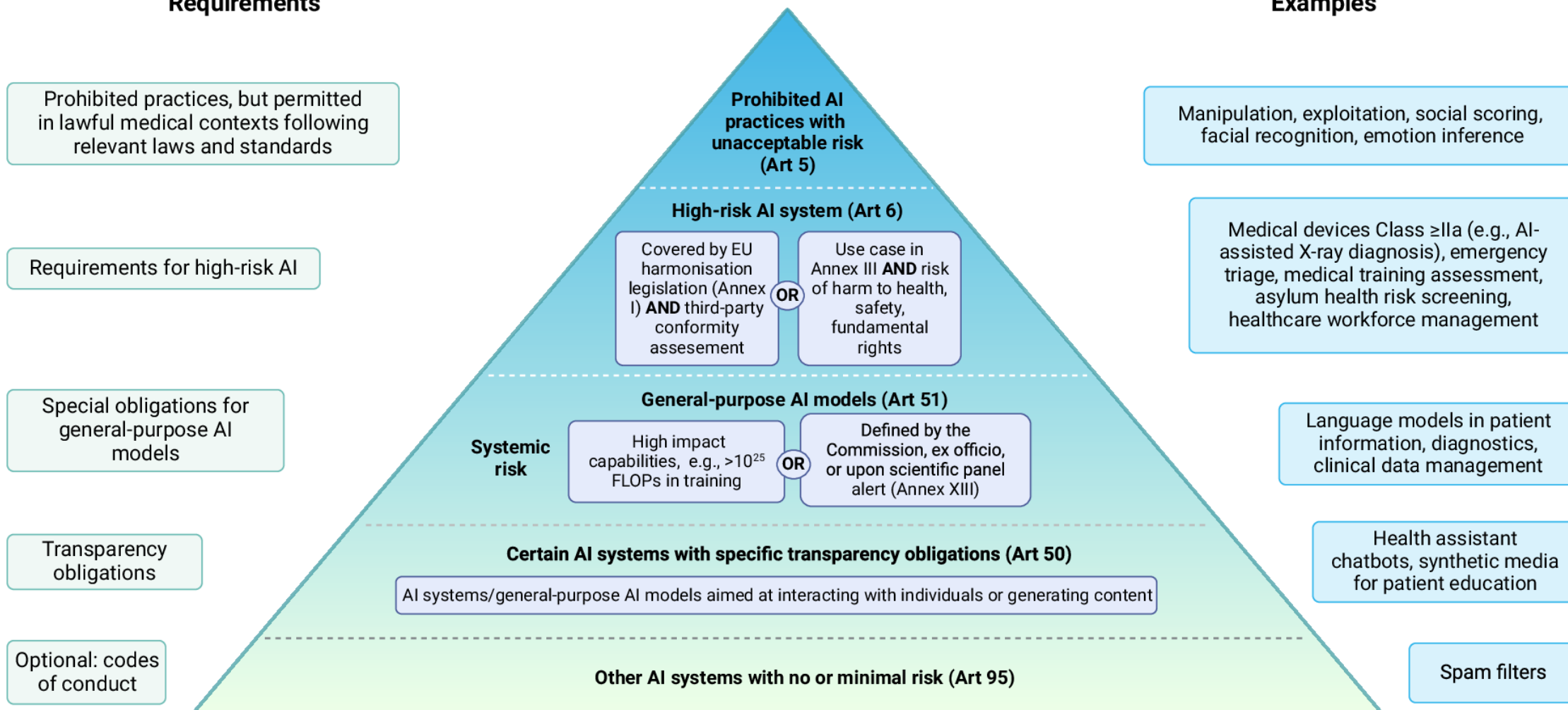


Regulatory trends



Requirements

Examples



Dual regulation

On the one hand, Parliamentary work is not **explicitly covered** by high-risk regulation

On the other hand, LLMs used in Parliament are subject to specific regulation (GPAI system), even to a **systemic risk**

→ In practice, “While their specific use cases occupy nuanced positions in the Act’s risk categories, **the Chamber has voluntarily adopted high-risk system standards**, demonstrating ethical leadership in public sector AI implementation” (*Augmented Democracy in Action: AI Systems for Legislative Innovation in the Italian Parliament*, 2025)



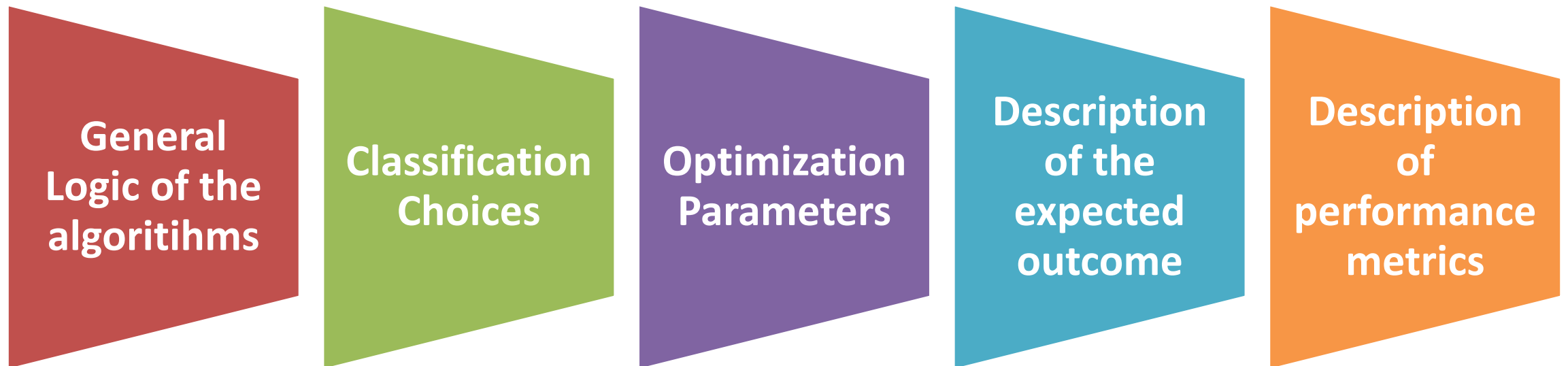
Requirements for high-risk systems

- **Human intervention and surveillance** (art. 14)
- Technical robustness and safety (Art. 15)
- Privacy and data governance (art. 10)
- **Transparency and Explainability** (Articles 11, 13 and 50)
- Diversity, non-discrimination and equity (Rec. 27)
- Social and environmental well-being (Rec. 27)
- Accountability of AI system providers (Art. 25)



Explainability

Art. 11) the technical documentation [Annex IV] of a high-risk AI system is drawn up before placing on the market [...] in order to **demonstrate that the high-risk AI system complies** with the requirements [...] and to be provided to the competent national authorities [...] the information necessary to assess the compliance of the AI system with those requirements



→ **Akoma Ntoso can sensibly contribute to achieve and maintain compliance**





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