

RISKS OF APPLICATION AND PROSPECTS OF LEGAL REGULATION OF ARTIFICIAL INTELLIGENCE TECHNOLOGIES IN THE FIELD OF MUNICIPAL ADMINISTRATION

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The subject of the research is the norms of Russian law governing the sphere of municipal government, Russian and foreign doctrinal sources devoted to the application of artificial intelligence technologies at the municipal level.

The purpose of the study is to identify the risks and prospects of legal regulation of artificial intelligence technologies in municipal government.

Methods. The work used general scientific methods, including abstraction and modeling, analysis and synthesis, analogy, deduction and induction, as well as private scientific methods: formal-legal and comparative-practical.

The main results. The main problems associated with the introduction of artificial intelligence into the municipal management process were identified – excessive bureaucratization, personnel, corruption and infrastructure risks, proposals were made to minimize and overcome them, and prospects for the development of municipal management in the context of digital transformation through AI were assessed.

Conclusions. The use of artificial intelligence leads to significant changes in the functioning of municipal authorities in various spheres of public life, including the economic one. New opportunities are emerging to optimize resource management and business support processes, provided the right approach is taken to information protection and staff training. We believe that we should not rush to introduce AI into the processes of providing municipal services to the public, since AI does not have emotional intelligence and cannot take into account interpersonal relationships and emotions, which play an important role both in politics and in interpersonal relationships, including those prevailing in the management environment. This may affect the effectiveness of the decisions made. In addition, making decisions related to human rights, social justice, and other ethical issues requires deep moral reasoning, which AI currently cannot provide. It is premature to talk about full automation of management.

It is concluded that it is necessary to train specialists who are able to professionally configure and use AI for each specific region, city, and other locality with specific economic, geographical, cultural, social, ethnographic, climatic, political, and other features. In general, some aspects of the management of state and municipal affairs can be entrusted, such as data collection and analysis, forecasting and planning, but the final decisions must be made by the individual himself. In order to successfully implement artificial intelligence and neural networks in the management of state and municipal affairs, it is necessary to have the appropriate knowledge and skills. The introduction of artificial intelligence into municipal government allows not only to speed up work, but also to some extent solve the problem of the shortage of qualified specialists in the field.

1. Introduction

Artificial intelligence (hereinafter AI) has become an integral part of modern technology, permeating various areas of human activity. In the context of municipal governance, AI has the potential to become a powerful tool for optimizing decision-making processes and enhancing the efficiency of government authorities. In Russia, there are more than 20,000 municipalities, yet there is significant variation in the application of laws when carrying out the same tasks and functions. Differences exist in both the organizational mechanisms of municipal governance and the technical components.

An important innovation has been the ability to submit requests via the Internet. A.N. Kostyukov and T.S. Cherepanova note that “there is a simplification of the formal procedures for exercising the constitutional rights and freedoms of individuals and citizens, based on the right to Internet access as a fundamental human right in the modern information society, ensuring the implementation of the ‘principle of the digital state’” [1, p. 30]. Automation allows for much faster document registration and resolution of pressing public issues, as noted in the works of Russian researchers E.N. Karatueva [2, p. 15], B.G. Koybaev [3, p. 120], German scholars J. Kaesemeyer, M. Schorn, A. Steidle [4, p. 19], and others. However, even taking this into account, the workload is sometimes so high that it is not easy to resolve administrative issues promptly. Moreover, technical failures are not uncommon. In recent years, an unprecedented number of cyberattacks on government information systems has been recorded, significantly complicating the work of local government authorities.

Under these conditions, the application of new technical solutions based on artificial intelligence appears appropriate. As D.I. Kuzmin notes, “there is a global trend toward the introduction of artificial intelligence into the sphere of municipal management” [5, p. 59].

Indian researchers V. Vardhan and G. S. Vijaya point out: “By using AI-based solutions, cities can optimize their operations, thereby paving the way for the creation of a sustainable urban environment” [6, p. 2047]. Thus, the implementation of AI in municipal administration is taking place in the vast majority of countries.

When implementing AI, it is important to take into account administrative, social, and cultural specifics, as well as the particularities of citizens’ mentalities. It is quite evident that the rules governing the operation of AI that may be suitable for India or China may be completely irrelevant for the Russian Federation, and vice versa. K.A. Ponomareva highlights this issue in her study: “Many jurisdictions have begun to formulate unilateral rules for taxing the digital economy. The lack of coordination among these rules is likely to increase the tax burden on a number of transnational corporations, as each state seeks to protect its own interests” [7, p. 334]. It can be concluded that simply adopting AI technologies without taking into account national, sociocultural, administrative, political-legal, and socioeconomic factors may not lead to the desired results. A comprehensive analysis by the scientific community is required, involving a phased implementation approach and an assessment of the readiness of municipal authorities, their institutions, and the population for modernization through AI.

As S.V. Kasyanov notes, “despite the fact that the federal ‘Digital Public Administration’ project offers a set of measures aimed at simplifying interaction between citizens and the state, as well as among government agencies themselves, it does not resolve many of the current problems of government inefficiency and does not fully address the challenges of digital transformation” [8, pp. 5–6]. We find the researcher’s position convincing; it is evident that, to begin with, it is necessary to eliminate the problems that prevent municipal authorities

from being effective. A hasty reform aimed at digitizing municipal governance through AI could itself become a new problem.

Overall, how the role of state and municipal employees changes as a result of AI implementation will depend on the extent to which AI is successfully and effectively integrated into governance, as well as on the changes that occur in the tasks and responsibilities of state and municipal employees. This depends entirely on current state policy and programs that may be implemented in the future. Changes in work approaches and the transformation of administrative functions could significantly reshape the administrative system itself, making it more transparent and understandable to the vast majority of citizens.

2. Expanding cooperation with local government authorities and simplifying citizens' access to municipal services through AI.

In municipal administration, the application of new technologies is of paramount importance. One of *the key problems* in both state and municipal administration is *excessive bureaucracy*. It is worth noting that in some aspects of work, mandatory bureaucratic processes cannot be avoided; these are due to complex structures, the need to comply with internal regulations, and the general nature of local government operations. For example, a document addressed to a specialized committee must first be registered with the general department and only then forwarded to the relevant specialist. There are also more complex document-flow procedures. In the vast majority of cases, the existence of bureaucratic procedures is fully justified by the need to ensure order in municipal administration.

For these reasons, there is a growing need to streamline the process of interaction between citizens and the state. Currently, more and more people are seeking to obtain information and resolve their issues via the internet. However,

according to experts, notably A.N. Kostyukov and S.S. Burtsova: "...it must be acknowledged that there is a trend of local self-government becoming increasingly detached from the population" [9, p. 24]. To address this issue, many states are already taking steps to expand e-government [10] to provide citizens with access to online services. However, to achieve full system automation and offer the full range of state and municipal services via the Internet, further steps are necessary. In our view, technologies based on artificial intelligence can solve these challenges.

Some researchers are convinced that AI can already take on part of the work involved in responding to citizens' appeals. I.N. Melnikov believes that "it is necessary to create a database containing the most frequently asked questions with ready-made answers" [11, pp. 161–162].

Agreeing with the opinion of researchers and experts, we note that AI can indeed become an assistant to municipal employees, providing support in the consideration of citizens' inquiries. In this regard, we propose amending Article 10 of Federal Law No. 59-FZ of May 2, 2006, "On the Procedure for Reviewing Appeals from Citizens of the Russian Federation" (hereinafter "Federal Law 59-FZ") with paragraph 1.1 as follows: "A citizen's petition may, with the citizen's consent, be reviewed by a program based on artificial intelligence." In our view, Article 11 of Federal Law No. 59-FZ requires amendments; we propose supplementing it with paragraph 8 in the following wording: "If a citizen has chosen to have their appeal reviewed using an artificial intelligence program, they thereby consent that such a program may send the notifications provided for in paragraph 2 and subparagraphs 4–6 of this article. These notifications shall be recognized as an official response of a state body, a local government body, or an official."

There is no doubt about the following

statement by V.B. Isakov: “Currently, in social relations, intelligent robots function exclusively as objects and tools—instruments of human activity” [12, p. 105]. Accordingly, municipal employees will continue to play a significant role in verifying the responses that AI provides to citizens. In addition, the current level of technology does not allow programs to provide adequate responses to all incoming inquiries; one must also take into account the fact that not all citizens are currently ready to trust AI. It is precisely for these reasons that AI should initially be entrusted with answering basic questions, for example, if the inquiry concerns the provision of regulatory or reference information. It would be advisable to create a database of questions that AI-based programs will eventually be able to answer. If successful, many bureaucratic processes will be simplified, and the time costs of providing services will be minimized.

3. Infrastructure and personnel risks associated with the implementation of AI in municipal administration, and possible ways to overcome them.

It is quite natural that the implementation of many modern technologies often gives rise to *infrastructure-related risks*; this problem is relevant for many countries. South African researchers M. Nkamfalala and S. Vyas-Doorgapersad note: “Given sufficient resources and professional training, some municipalities strive to elevate their status to that of ‘smart cities’. However, not all municipalities are equipped with everything necessary to provide ICT-based services” [13, pp. 318–319]. A similar situation is observed in Indonesia: according to L. Hakim, J. Puspa Wulandari, M. P. Gaddafi, and H. Y. State, “Digital transformation is essential for the modern, growing business world, as it reduces time and financial costs. However, it can also become a problem if businesses and government agencies fail to adapt to the changes. The city of Bengkulu, one of Indonesia’s largest cities, has

significant potential for the development of MSMEs (Micro-, Small and Medium-sized Enterprises). However, many MSMEs still do not utilize digital technologies optimally, which poses a threat to local authorities” [14, pp. 59–60].

We believe that the identified problems can be solved through comprehensive strategic planning. Unfortunately, at the national level in our country, there is currently no strategy that provides for a systematic approach to AI implementation at the municipal level. In this regard, to avoid infrastructure risks, it is necessary to develop *a roadmap for AI implementation in municipal administration*, which will require:

- assess the current material and technical condition of municipalities (to be conducted by municipal authorities; the information obtained will be forwarded to the executive authorities of the constituent entities of the Russian Federation);
- determine which AI technologies require the most urgent implementation, and assess the potential benefits of their application using statistics and economic indicators reflecting savings in time and financial resources;
- determine whether *domestic companies* have the production capacity to fulfill the state order to equip all municipalities in the country with AI systems;
- If the answer to the previous question is affirmative, develop a strategy for implementing AI in municipal administration;
- analyze the relationship between specific measures for implementing the strategy and infrastructure development needs; assess the sufficiency of available resources (personnel, financial resources, etc.); clarify implementation timelines; and calculate interim key performance indicators;
- Once a complete picture has been formed, it is necessary to establish clear goals,

objectives, and indicators required to assess digital transformation through AI, identify the executive bodies and officials responsible for implementing the strategy, and allocate budgetary funds for implementation.

We believe that this concept can serve as a starting point for both new research on the transformation of the municipal sector through AI and concrete proposals for government agencies.

4. Personnel and corruption risks associated with the automation of management processes in cities and villages.

Currently, the use of AI to support managerial decision-making is considered a promising area. Computing systems based on AI “help increase productivity and provide economic efficiency by reducing labor intensity, as well as decreasing the number of errors and improving workplace safety” [15, p. 158]. In addition, the automation of routine operations increases the efficiency of state and municipal institutions, allowing for reductions in time and material resources.

Nevertheless, the automation of certain analytical functions currently performed by municipal employees through AI may lead to *job losses* in the field of municipal administration. In this regard, it is worth agreeing with G.A. Vasilevich that “The implementation of information and communication technologies must be reasonable, beneficial to society, and take into account existing and potential threats” [16, p. 19].

In the long term, the use of AI in state and municipal administration could lead to a significant reduction in the number of civil servants. This development should, above all, be viewed as a potential threat. With the widespread implementation of AI, there is a risk of incorrect conclusions being drawn by artificial intelligence systems, which could have serious consequences for residents of cities and rural areas. Experts note that modern computational AI systems that

process data—for example, in the fields of economics and finance—like any computational system, have a certain margin of error [17]. In addition, T.P. Shibalina and N.V. Medvedeva cite the results of sociological surveys, according to which “more than half of respondents note negative consequences from the use of artificial intelligence. These concerns are mainly related to job cuts and the possibility of unemployment” [18, p. 58].

Another significant drawback of automation is *the potential for corrupt officials to abuse the functions and capabilities of AI*. We fully share the position of O.V. Damskina, according to whom “refusal or delay in implementing effective anti-corruption mechanisms for the socialization of society and the state will contribute to the consolidation of the existing corrupt system, which aims to create a socio-economic structure oriented toward the enrichment of a small segment of society at the expense of the majority of Russian citizens and the provision of resources to the global economy, based on the preservation of liberal ideology and the cult of egocentrism, and the disregard of national interests” [19, p. 88]. A similar view is expressed by E. Reider, M. Shmuke, and A. Tugui: “With the introduction of artificial intelligence into sustainable urban development, new problems arise, such as the emergence of collusion among stakeholders (for example, large-scale industry and government bodies at various levels)” [20, p. 3]. S.A. Avakyan holds a similar position, noting the following: “When exercising public authority through state authorities and local self-government, one must think very seriously about the extent to which this is a natural function of authority and to what extent it involves vested interests, including the self-serving interests of those in power” [21, p. 7].

To minimize the risks and problems associated with the use of AI in municipal

administration, it is necessary to legally establish the liability of municipal employees in the event of unlawful conduct, as well as to ensure the possibility of verifying when and how AI technologies were used in governance. We propose amending Article 17 of Federal Law No. 131-FZ of October 6, 2003, “On the General Principles of the Organization of Local Self-Government in the Russian Federation,” with the following provision: “8.3. To use artificial intelligence programs in administration.” This amendment would grant municipal authorities the right to use AI in their activities.

The law should also be supplemented with liability provisions: “Article 76.1. Local government bodies and local government officials shall be liable to individuals and legal entities in the event of the unlawful use of artificial intelligence programs. Liability shall be determined in accordance with the procedure established by federal laws.” It is clear that in the future, amendments will be required to the Code of Administrative Offenses of the Russian Federation and, possibly, to the Criminal Code of the Russian Federation.

In addition, it will be necessary to implement technical measures to protect the personal information of citizens and legal entities with whom AI may “work” in the future. First and foremost, strict rules must be developed to protect personal data and information constituting trade secrets. These rules must be clear and accessible to all employees of municipal authorities, as well as to the general public. We believe that these rules can be approved in the form of a Resolution of the Government of the Russian Federation. Furthermore, access to information processed by AI should be granted only to those employees who genuinely need it to perform their official duties. It is also advisable to establish security monitoring systems capable of detecting unauthorized access attempts.

In the future, AI can be used to create a

transparent governance system that minimizes corruption by allowing citizens to access information about the work of government agencies. However, this requires achieving the highest level of efficiency in autonomous systems, eliminating errors and malfunctions, and building public trust in these technologies.

5. Prospects for the development of municipal governance through the Use of AI.

We believe that an important aspect of the digital transformation of municipal governance through AI is improving the accessibility of municipal services for entrepreneurs. Without a doubt, “the modern development of entrepreneurship is possible only under conditions corresponding to the digitalization of economic relations” [22, p. 143]. For example, it is possible to accelerate and simplify the procedures for obtaining municipal services for individual entrepreneurs by developing a user-friendly chatbot that will quickly gather the necessary documents and assist in obtaining permission to use land for commercial purposes. Chatbots can successfully answer standard questions, but, according to A.V. Demin, “the main weakness of neural networks lies in the fact that they are not particularly effective at working with data that is unrelated to what they need at the moment of training” [23, p. 23]. So such systems, even those that work successfully, still require improvement.

There are also bolder, groundbreaking ideas. S.V. Zapolsky and V.B. Isakov are convinced that what is needed is “socio-legal reengineering of social relations, i.e., a restructuring of these relations in which the need to adopt, interpret, and apply legal norms is drastically reduced. It is evident that in this case, what is taking place is not merely the “algorithmization of law”—rather, it is the complete dismantling of the previous legal framework and its replacement with new

technical tools” [24, p. 6]. A.V. Ryabov is convinced that “as the transition to a digital society proceeds, significant changes may occur in the coming years in the ideological and political landscape of developed countries, as well as in the configuration of the existing political forces and movements. A broad field will open up for political activity, in which the struggle to limit the power and influence of digital monopolies and to overcome various forms of digital inequality will take center stage” [25, p. 33].

6. Conclusion. This study identified key risks associated with the implementation of artificial intelligence and proposed measures aimed at improving current legislation. There is no doubt that the use of AI leads to significant changes in the functioning of municipal authorities and in various spheres of public life. New opportunities will emerge for optimizing resource management processes and providing online support to citizens and organizations, provided that the appropriate approach is taken to information security and personnel training. Overall, by using artificial intelligence, municipal authorities can gain the ability to analyze economic processes more accurately, carry out strategic planning for local economic development, and improve the management of financial flows, transportation, and the entire local infrastructure. This opens up new prospects for creating a favorable economic environment and stimulating the socioeconomic development of municipalities. In the long term, the application of AI would make it possible to minimize corruption risks and make communication processes between society and the state more transparent and effective.

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