

## The Revolution of Public Administration in the Era of Artificial Intelligence: Legal Challenges and Constitutional Implications

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### HIGHLIGHTS

- Legal and Ethical Challenges in the Use of AI in Public Administration
- The Need for Clear and Adaptive Regulations
- The Impact of AI on Government Structure and Public Participation

### ARTICLE INFO

#### Article History:

Received 17/02/2025

Received in revised form  
19/02/2025

Available online 26/06/2025

Artificial Intelligence, State  
Administration,  
Constitutional Law

### ABSTRACT

*The development of Artificial Intelligence (AI) has significantly transformed state administration by enhancing efficiency and transparency in decision-making processes. However, its implementation also raises legal and ethical challenges, particularly concerning accountability, algorithmic bias, and human rights protection. This study employs a normative legal research method with statutory and philosophical approaches to analyze regulations governing AI in state administration. The findings indicate that while AI can improve public service quality, existing regulations have not fully addressed emerging challenges. Therefore, strict policies are necessary to ensure that AI operates in accordance with the principles of transparency, fairness, and public rights protection, aligning with constitutional law and democratic values.*

## A. INTRODUCTION

The development of artificial intelligence (AI) technology has brought significant changes to various sectors of life, including public administration. AI is no longer merely a tool for data processing; it has evolved into an entity capable of making autonomous decisions based on algorithms and predictive analysis. This phenomenon gives rise to various legal implications, particularly within the realm of Constitutional Law, which governs the authority and limitations in the management of government administration.<sup>1</sup>

In public administration, AI is utilized to enhance the efficiency of public services, accelerate decision-making processes, and minimize human error. Several countries have adopted AI in governmental processes, such as the use of chatbots for civil administration services, big data-based policy monitoring systems, and the application of AI in judicial analysis. However, the utilization of this technology also raises fundamental questions regarding the limits of authority, the accountability of decisions made by AI, and the implications for the principles of democracy and the rule of law.<sup>2</sup>

One of the greatest challenges in the implementation of AI in public administration is ensuring that the use of this technology remains within the legal framework and does not violate the constitutional rights of citizens. AI systems employed in government operations often operate based on complex algorithms that are difficult for the general public to understand. As a result, there is potential for bias in decision-making, which may lead to discrimination or abuse of power. Therefore, clear regulations are necessary to ensure that AI remains a transparent tool that can be held legally accountable.<sup>3</sup>

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<sup>1</sup> Pedro Miguel. (2024). *The Challenges of Artificial Intelligence in Public Administration in the Framework of Smart Cities: Reflections and Legal Issues*. Social Science 13 (2). <https://doi.org/10.3390/socsci13020075>

<sup>2</sup> Francesca Bignami. (2022). *Artificial Intelligence Accountability of Public Administration*. The American Journal of Comparative Law 70 (1). <https://doi.org/10.1093/ajcl/avac012>

<sup>3</sup> Zahra. (2024). *Ethical and Legal Implications of AI in Decision-Making*. Jurnal Sistem Informasi dan Teknik Informatika 2 (2). <https://journal.lenterailmu.com/index.php/jafotik/article/view/42/45>

In addition, AI has the potential to transform the structure and mechanisms of bureaucracy within public administration. Whereas governmental decisions were previously based on human judgment and the principle of discretion, many policies are now increasingly reliant on data analysis conducted automatically. This shift may affect the concept of accountability in governance, given that AI lacks moral or ethical awareness in the way that humans do.<sup>4</sup> The question that arises is: who should be held accountable if decisions made by AI cause harm to the public? Does this responsibility lie with the AI developers, the government, or other parties?

Furthermore, the use of AI in public administration also raises ethical and legal dilemmas concerning the protection of personal data and citizens' privacy. AI operates by collecting, analyzing, and storing vast amounts of data. If not properly regulated, the use of AI may infringe upon individuals' privacy rights and could potentially be misused for certain interests, including mass surveillance by the government. Therefore, a robust legal framework is required to regulate the boundaries of AI usage to ensure alignment with the principles of human rights.<sup>5</sup>

From the perspective of constitutional law, the implementation of AI in public administration also impacts the principle of checks and balances. In a democratic system, decisions made by the government must be subject to oversight by the legislative and judicial branches. However, as decision-making increasingly relies on AI, exercising control over such decisions may become more challenging. Legislators and judges may lack sufficient technical understanding to evaluate algorithm-based decisions, which could weaken the oversight mechanisms within the constitutional system.<sup>6</sup>

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<sup>4</sup> Iria Giuffrida. (2019). *Liability for AI Decision-Making: Some Legal and Ethical Considerations*. Fordham Law Review 88 (2). <https://ir.lawnet.fordham.edu/flr/vol88/iss2/3/>

<sup>5</sup> Patrick Hanz. (2021). *Ethical and legal responsibility for Artificial Intelligence*. Discover Artificial Intelligence 1 (2). <https://link.springer.com/article/10.1007/s44163-021-00002-4>

<sup>6</sup> John Stewart Gordon. (2021). *AI and Law: Ethical, Legal, and Socio-Political Implications*. AI and Society 36 (1). <https://link.springer.com/article/10.1007/s00146-021-01194-0>

Moreover, the aspect of public participation in governmental policymaking also presents its own challenges. AI has the potential to replace human roles in administrative processes, which may ultimately reduce citizens' direct involvement in policy-making. If not properly managed, this could create disparities in access to public services and undermine the principle of participatory democracy. Therefore, regulations are needed to ensure that the implementation of AI continues to provide space for public participation in the decision-making process.<sup>7</sup>

In various countries, debates have emerged on how to design effective regulations to govern the use of AI in public administration. Some countries have begun to develop policies related to AI ethics, personal data protection, and the accountability of this technology within government operations. However, to date, there is no international standard that comprehensively accommodates the rapid development of AI. Differences in legal approaches across countries further add to the complexity of regulating AI on a global scale.<sup>8</sup>

In the context of Indonesia, the utilization of AI in public administration is still in its developmental stage. The government has begun to adopt AI technology in various aspects of public services, such as civil registration systems and data-driven policy analysis. However, regulations governing the use of AI remain unclear and have yet to fully address the emerging legal challenges.<sup>9</sup> Therefore, research on the constitutional law implications of AI utilization is crucial in providing policy recommendations to ensure that the use of this technology remains aligned with the principles of democracy and the rule of law.

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<sup>7</sup> Passanan Phuangthuean. (2024). *The Transforming Public Administration: The Role of AI in Shaping the Future*. Journal of Social Science and Multidisciplinary Research 1 (3). <https://so16.tci-thaijo.org/index.php/jssmr/article/view/677/514>

<sup>8</sup> Santosh Kumar Pulijala. (2024). *Artificial Intelligence in Governance: Opportunities, Challenges, and Ethical Implications for Public Administration*. International Journal for Multidisciplinary Research 6 (6). <https://www.ijfmr.com/papers/2024/6/29990.pdf?utm>

<sup>9</sup> Adi Nuryanto. (2020). *Tantangan Administrasi Publik di Dunia Artificial Intelligence dan BOT*. Jejaring Administrasi Publik 12 (2). <https://e-journal.unair.ac.id/JAP/article/download/30882/16789?utm>

Based on the various challenges and opportunities outlined above, this study aims to analyze how AI affects public administration from a constitutional law perspective. This research will also explore how appropriate regulations can be implemented to ensure that the use of AI in government remains transparent, accountable, and in accordance with the principles of democracy and human rights.

## **B. RESEARCH METHOD**

This research employs a normative legal method.<sup>10</sup> This research employs a normative legal method with the aim of analyzing regulations related to the implementation of Artificial Intelligence (AI) in public administration, as well as its implications for constitutional law. This study focuses on how existing legal norms govern the use of AI in government and whether such regulations ensure transparency, accountability, and the protection of citizens' constitutional rights. To achieve these objectives, this research applies a statutory approach to examine the coherence and consistency of legal rules concerning AI in public administration, both at the national and international levels. In addition, a conceptual approach is employed to explore the influence of technology on the principles of democracy, accountability, and checks and balances within the constitutional system. A philosophical approach is also applied to gain a deeper understanding of the state's role in managing AI in government, ensuring its alignment with legal and ethical principles, and comparing the concept of the rule of law with the realities of technological implementation in public administration. Through this combination of methods, the study is expected to provide a comprehensive insight into the emerging legal challenges and formulate ideal regulatory strategies to ensure that the use of AI in public administration remains aligned with the principles of democracy and the rule of law.

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<sup>10</sup> H. Zainuddin Ali. (2017). *Metode Penelitian Hukum*. Jakarta: Sinar Grafika.

## C. RESULTS AND DISCUSSION

### **The Impact of Artificial Intelligence (AI) Implementation on Public Administration from a Constitutional Law Perspective**

The implementation of Artificial Intelligence (AI) in public administration has become an increasingly relevant topic in the discourse of constitutional law. AI offers the potential to enhance efficiency and accuracy in administrative decision-making. However, its application also raises various legal and ethical challenges that must be addressed. One of the main issues concerns legal accountability for decisions produced by AI, given that AI is not a legal subject that can be held accountable. Therefore, efforts are needed to ensure that the use of AI aligns with the principles of Good Governance (*Asas Umum Pemerintahan yang Baik / AUPB*).<sup>11</sup>

In the context of constitutional law, the application of AI may affect the concept of authority in public administration. Decision-making by AI may be considered legitimate through the concept of delegated authority (mandate), where responsibility remains with the government officials who grant such authority. However, this raises questions regarding the extent to which these officials understand and supervise the decision-making processes carried out by AI. Moreover, AI lacks the capacity to comprehend the moral and ethical values that underpin administrative decision-making. This creates the risk of decisions being made that do not align with the principles of law and justice.<sup>12</sup>

Furthermore, the use of AI in public administration also presents challenges in terms of transparency and accountability. The algorithms used by AI are often complex and not easily understood by the general public. This can reduce transparency in the decision-making process and complicate efforts to hold parties accountable for decisions made by AI.

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<sup>11</sup> Febri Heriansyah. (2024). *Kecerdasan Buatan Menjadi Pemeran Pengganti Pejabat Pemerintahan Dalam Pengambilan Keputusan*. Jurnal Rechts Vinding: Media Pembinaan Hukum Nasional 13 (2).

<https://rechtsvinding.bphn.go.id/ejournal/index.php/jrv/article/view/1801>

<sup>12</sup> *Ibid*

Therefore, regulations are necessary to ensure that the use of AI in public administration is carried out in a transparent and accountable manner.<sup>13</sup>

On the other hand, AI has the potential to enhance efficiency in public administration. AI can be utilized for data analysis, document processing, and even decision-making within the context of governmental administration. However, the use of AI also raises ethical questions regarding decisions made by algorithms, as well as the risks of bias and discrimination in the decision-making process. Therefore, it is essential to ensure that the use of AI in public administration takes into account relevant ethical and legal considerations.<sup>14</sup>

In addition, the implementation of AI in public administration also raises questions regarding the legal status of AI itself. Some scholars argue that AI should be recognized as a legal subject, given its ability to perform tasks that require human-like intelligence. However, this presents various ethical dilemmas and regulatory challenges, particularly concerning legal accountability and the rights that AI might possess as a legal subject.<sup>15</sup>

In the context of constitutional law, the implementation of AI may also affect the principles of democracy and public participation. The use of AI in administrative decision-making processes may reduce the role of humans in such processes, which in turn could diminish public participation in governmental decision-making. Therefore, it is important to ensure that the implementation of AI in public administration does not undermine public participation and continues to uphold democratic principles.<sup>16</sup>

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<sup>13</sup> *Ibid*

<sup>14</sup> Muhammad Fachri. (2023). *Adaptasi Hukum Administrasi Negara di Era Digital : Peluang dan Tantangan*. Kumparan.com. <https://kumparan.com/fachrinurfaizi543/adaptasi-hukum-administrasi-negara-di-era-digital-peluang-dan-tantangan-21icxDldH6f>. Accessed on December 23, 2024.

<sup>15</sup> Fatimah Nada. (2024). *Gagasan Pengaturan Artificial Intelligence Sebagai Subjek Hukum Di Indonesia*. Prosiding Seminar Hukum Aktual Fakultas Hukum Universitas Islam Indonesia 2 (4). <https://journal.uui.ac.id/psha/article/view/35472>

<sup>16</sup> Adi Nuryanto. (2020). *Op. Cit.*

Moreover, the implementation of AI in public administration also presents challenges in terms of data protection and privacy. AI operates by collecting, analyzing, and storing large amounts of data. If not properly regulated, the use of AI may infringe upon citizens' privacy rights and could potentially be misused for certain interests, including mass surveillance by the government. Therefore, a robust legal framework is necessary to regulate the limits of AI usage to ensure its alignment with human rights principles.<sup>17</sup>

In the context of Indonesia, the utilization of AI in public administration is still in its developmental stages. The government has begun to adopt AI technology in various aspects of public services, such as civil registration systems and data-driven policy analysis. However, regulations governing the use of AI remain unclear and have yet to fully accommodate the emerging legal challenges. Therefore, research on the constitutional law implications of AI utilization is crucial in providing policy recommendations to ensure that the use of this technology remains consistent with the principles of democracy and the rule of law.<sup>18</sup>

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<sup>17</sup> Muhammad Iqbal. (2024). *Implikasi Teknologi Informasi Dan Komunikasi Terhadap Hukum Tata Negara: Perspektif Keamanan Siber Dan Privasi Data*. Quantum Juris: Jurnal Hukum Modern 6 (3). <https://journalpedia.com/1/index.php/jhm/article/view/2310>

<sup>18</sup> Febri Heriansyah. (2024). *Loc. Cit.*



governmental decision-making. Therefore, it is essential to ensure that the implementation of AI in public administration does not undermine public participation and continues to uphold democratic principles.<sup>20</sup>

### **Legal and Ethical Aspects of Using Artificial Intelligence (AI) for Decision-Making in Public Administration**

The use of Artificial Intelligence (AI) in administrative decision-making offers significant opportunities to enhance efficiency, accuracy, and transparency in public services. However, the application of AI in the administrative context is not without legal and ethical challenges that require careful attention. One of the main challenges is ensuring that decisions made by AI remain consistent with legal principles such as justice, transparency, and accountability. Therefore, in the development and implementation of AI for administrative decision-making, a clear legal framework is necessary to protect individual rights and ensure alignment with existing legal norms.<sup>21</sup>

The first challenge in the use of AI in public administration is the issue of accountability. Although AI is capable of making decisions based on big data and advanced algorithms, the question of who is responsible for these decisions remains a significant concern. If decisions made by AI result in harm to individuals or groups, can accountability be assigned to the algorithm developers or the government implementing the AI system? In the context of constitutional law, this issue needs to be clearly regulated to ensure that there is a proper line of accountability in such cases.<sup>22</sup>

In addition, ethical concerns represent a crucial issue in the use of AI in public administration. AI lacks the capacity to understand the moral

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<sup>19</sup> Fatimah Nada. (2024). *Op. Cit.*

<sup>20</sup> Adi Nuryanto. (2020). *Op. Cit.*

<sup>21</sup> Talita Hurin. (2024). *Meningkatkan Efisiensi Pengambilan Keputusan Publik melalui Kecerdasan Buatan*. *Journal of Internet and Software Engineering* 1 (2). <https://doi.org/10.47134/pjise.v1i2.2401>

nuances or ethical values that underpin human decision-making. Therefore, although AI may produce decisions that are efficient and technically accurate, such decisions may not necessarily align with fundamental ethical principles or notions of fairness expected in governance. For this reason, mechanisms must be in place to ensure that the use of AI does not conflict with human rights or principles of social justice.<sup>23</sup>

Another important aspect to consider is the potential for bias in AI algorithms. AI algorithms are built based on the data used to train the system. If the training data contains biases, the AI is likely to produce biased decisions. In the context of public administration, this poses a risk of neglecting the principles of equality and non-discrimination guaranteed by the constitution. Therefore, it is essential to ensure that the data used to train AI is free from bias and that the algorithms are strictly monitored to prevent discriminatory outcomes.<sup>24</sup>

In this regard, transparency is key to ensuring that the use of AI in public administration remains within the bounds of legality. Decisions made by AI must be explainable and understandable to all parties involved, whether government officials or citizens. The decision-making processes of AI must be open to audit and oversight to ensure that the outcomes comply with applicable legal standards. Without transparency, the public cannot place trust in decisions made by a system they do not understand.<sup>25</sup>

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<sup>22</sup> Rizka Amelia Aziz. (2023). *Pengaturan dan Pertanggung Jawaban Pemanfaatan Artificial Intelligence (AI) di Indonesia dalam Perspektif Hukum*. Forum Ilmiah Indonusa 20 (4). <https://ejurnal.esaunggul.ac.id/index.php/Formil/article/view/7476>

<sup>23</sup> Dika Bijaksono. (2022). *Etika dan Regulasi Teknologi di Era Kecerdasan Buatan*. Prosiding Seminar Nasional Manajemen 1 (2) : Public Speaking and Public Relation for Leadership Development in The Industrial Era 5.0. <https://openjournal.unpam.ac.id/index.php/PSM/article/view/45429/>

<sup>24</sup> Nabila Fauziyah. (2024). *Kecerdasan Buatan dan Etika Hukum: Menghadapi Tantangan Era Digital*. Jurnalpost.com. <https://jurnalpost.com/read/kecerdasan-buatan-dan-etika-hukum-menghadapi-tantangan-era-digital/15261/>. Accessed on December 28, 2024.

<sup>25</sup> Rafly Amanta (2024). *AI-Powered Governance: Penggunaan Kecerdasan Buatan dalam Pengambilan Keputusan Negara Indonesia*. Academia.edu. [https://www.academia.edu/112160955/AI\\_Powered\\_Governance\\_Penggunaan\\_Kecerdasan](https://www.academia.edu/112160955/AI_Powered_Governance_Penggunaan_Kecerdasan)

Furthermore, in relation to privacy rights, the use of AI in public administration requires serious attention. AI relies on large datasets to function optimally; however, personal data must be properly safeguarded to prevent misuse. For example, citizens' personal data collected for administrative purposes must be processed lawfully and without infringing upon their privacy rights. The government must establish strict regulations regarding how personal data may be collected, processed, and stored by AI-based systems to ensure the protection of citizens' personal information.<sup>26</sup>

When discussing AI in administrative decision-making, questions also arise regarding the extent of human control over AI systems. Although AI can make decisions based on pre-programmed algorithms, these decisions should remain subject to human oversight and correction. This is crucial to maintaining control over decisions, particularly in situations where AI-generated decisions may risk violating the law or infringing upon human rights principles. Therefore, human supervision of AI systems is essential to ensure that decisions align with government policies and fundamental legal principles.<sup>27</sup>

At the global level, the use of AI in public administration also necessitates international cooperation in formulating regulations that are globally accepted. Many countries have begun developing their own AI regulations; however, there is still no clear international consensus on how AI should be regulated, particularly in the context of public administration. Therefore, international collaboration on AI regulation is essential to ensure uniformity and mutual understanding among nations regarding the ethical and legal standards for the use of AI in governance.

From a constitutional law perspective, the implementation of AI in public administration may also affect democratic principles. One of the

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Buatan dalam Pengambilan Keputusan Negara Indonesia. Accessed on December 28, 2024.

<sup>26</sup> Dika Bijaksono. (2022). *Op. Cit.*

fundamental principles of democracy is the active participation of citizens in governmental decision-making processes. The use of AI in these processes must ensure that it does not diminish or even replace the role of public participation in shaping policies. Therefore, it is crucial for governments to ensure that the use of AI does not lead to the alienation of the public from existing decision-making processes.<sup>28</sup>

In addition, it is also important to consider how AI can contribute to the development of a more efficient government. One of the main advantages of AI is its ability to process large volumes of data quickly and accurately, enabling public administration to deliver public services more efficiently and effectively. However, while this efficiency is beneficial, it must be remembered that decisions made by AI should align with the public interest and not focus solely on speed or cost.<sup>29</sup>

In the context of Indonesian constitutional law, the use of AI in public administration must adhere to the Constitution and the principles it upholds, such as the principles of social justice, respect for human rights, and the rule of law. Therefore, periodic evaluations of the implementation of AI in public administration are necessary to ensure that its use does not contradict the Constitution or harm the rights of citizens.<sup>30</sup>

The use of AI also requires regulations that clearly define the boundaries of its application in public administration. Without clear regulations, there is a risk that governments may misuse this technology, which in turn could undermine public trust in governmental institutions. Therefore, it is necessary for governments to formulate comprehensive

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<sup>27</sup> Febri Heriansyah. (2024). *Op. Cit.*

<sup>28</sup> Martino. (2023). *Pemanfaatan Kecerdasan Buatan dalam Siklus Kebijakan Publik: Antara Peluang dan Tantangan*. Prosiding Seminar Nasional AMIKOM Surakarta 1 (1). <https://ojs.amikomsolo.ac.id/index.php/semnasa/article/view/129/>

<sup>29</sup> Talita Hurin. (2024). *Op. Cit.*

<sup>30</sup> Nur Aliyah Rusyidah. (2024). *Urgensi Pembuatan Regulasi Penggunaan AI (Artificial Intelligence) di Indonesia*. Jurnal Penegakan Hukum Indonesia 5 (1). <https://ojs.bdproject.id/index.php/jphi/article/view/142/>

regulations that not only govern the use of AI but also ensure the protection of individual rights that may be affected by such technology.<sup>31</sup>

Along with technological advancements, the ethical challenges associated with the use of AI in public administration are becoming increasingly complex. Therefore, it is important to involve various stakeholders, including ethicists, technology developers, and the public, in formulating policies that regulate the use of AI in a fair and prudent manner. This is to ensure that the technology serves the common good without compromising the fundamental values that underpin the governmental system.<sup>32</sup>

In the future, it is important to develop adaptive regulatory models that can accommodate the rapid advancements in AI technology. Existing regulations may not yet cover all aspects of AI use in public administration, thus there must be room to revise and improve these regulations to ensure their continued relevance in the face of fast-evolving technological developments.<sup>33</sup>

By taking these legal and ethical challenges into account, it is hoped that the use of AI in public administration can be carried out wisely, while upholding legal principles, ethics, and human rights. This is essential to ensure that AI serves as a tool to enhance the quality of governance without compromising the fundamental values inherent in the constitutional legal system.<sup>34</sup>

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<sup>31</sup> Iwan Krisnadi. *Regulasi Mengenai Artificial Intelligence oleh International Telecommunication Union dan Penerapannya di Indonesia*. Academia.edu. [https://www.academia.edu/99846502/Regulasi\\_Mengenai\\_Artificial\\_Intelligence\\_oleh\\_International\\_Telecommunication\\_Union\\_dan\\_Penerapannya\\_di\\_Indonesia](https://www.academia.edu/99846502/Regulasi_Mengenai_Artificial_Intelligence_oleh_International_Telecommunication_Union_dan_Penerapannya_di_Indonesia). Accessed on December 29, 2024.

<sup>32</sup> Desita Rahayu. (2021). *Pengaruh Teknologi Terhadap Transformasi Administrasi Publik: Tren dan Tantangan di Era Digital*. Sengkuni Journal: Social Sciences and Humanities 2 (2). <https://journal.pdmbengkulu.org/index.php/sengkuni/article/download/982/pdf>

<sup>33</sup> Martino. (2023). *Op. Cit.*

<sup>34</sup> Rudi Hardi. (2024). *AI dan Pemerintahan: Transformasi Pelayanan Publik Era Digital*. Purbalingga : Eureka Media Aksara

#### **D. CONCLUSION**

The application of Artificial Intelligence (AI) in public administration has had a significant impact on improving efficiency, accuracy, and transparency in administrative decision-making. However, it also presents complex legal and ethical challenges. One of the main issues is legal accountability for decisions made by AI, given that these systems operate autonomously with minimal human intervention. In addition, the potential for algorithmic bias and threats to privacy and data protection may undermine the principles of justice and non-discrimination within the governmental system. Therefore, regulatory adjustments are necessary to ensure that AI is used responsibly and in accordance with constitutional legal principles.

From an ethical perspective, the use of AI in public administration must maintain a balance between technological efficiency and fundamental values such as social justice, transparency, and human rights. AI, which lacks moral consciousness, carries the risk of producing discriminatory or unjust decisions; therefore, strict human oversight and control are necessary. Comprehensive regulations must be designed not only to address technical aspects but also to ensure compliance with applicable legal and ethical standards. With a careful approach and well-developed regulations, AI can deliver maximum benefits to public administration without disregarding the principles of democracy and the rule of law.

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