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## Heading towards machine legislation? \*

### ABSTRACT

The text of legislation must be clear and understandable.<sup>1</sup> In addition to many other requirements, the legislator must communicate the normative content he wishes to convey in accordance with these two requirements, which I believe are important and which are also specified in legislation. Legislative activity is in many ways similar to translation, where the translator transfers the message and linguistic content formulated in one language into another language. According to my research hypothesis, the similarity between legislation and translation is evident not only in the activities themselves, but also in the digitization of these activities; the digitization and automation of translation can serve as a model for the transformation of legislation.

In this study, the Integrált Jogalkotási Rendszer is introduced as a consequence of the digitization of legislation in Hungary through legal digitization. The experiences gained during the teaching of the system are also discussed. Furthermore, the architecture of an ideal electronic legislative system is outlined, based on the research findings of the author. The present study continues to follow the path of digitization, formulating ideas related to the automation of legislation. These ideas are again drawn from parallels with the automation of translation. Finally, I will comprise the results of my experiment: Chat GPT was tasked with generating standard text based on three texts of varying complexity, or „prompts,” initially in 2023 and subsequently in 2025. The investigation focused on two key areas: the effectiveness of the task, and the evolution of the final result over the two-year period.

**KEYWORDS:** legislation, digitalisation, automation, Integrált Jogalkotási Rendszer, Chat GPT.

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<sup>1</sup> The legal regulation of legislation consists of multi-level legislation, already in the Legislative Act (Act CXXX. of 2010 on Legislation) the requirement appears that the legislation must have a regulatory content that is clearly understandable for the addressees, the regulation must not be unduly parallel or multi-level. The legislation may not repeat a provision of the Fundamental Law or a provision of a law with which the legislation may not be in conflict under the Fundamental Law. The Decree on the drafting of legislation (IRM Decree 61/2009 (XII. 14.) on the drafting of legislation) further specifies the requirements: draft legislation must be drafted in accordance with the rules of the Hungarian language, in a clear, comprehensible and consistent manner.

## Introduction

My research hypothesis was based on the conference and round table discussion entitled *Jogalkotás érhetően - A pontos fogalmazás művészete* (Clear Writing) held on 26<sup>th</sup> November 2014. at the Károlyi-Csekonics Palace.<sup>2</sup>

The link between legislation and linguistics is demonstrated by the fact that the conference was organised by the Institute for Hungarian Language Strategy, and several valuable presentations were given on the relationship between translation and legislation.

In his presentation, Tamás Sárközy explained that the lack of linguistic clarity leads to a reduction in the effectiveness of the law, which also jeopardises the translatability of legislation. „The linguistic clarity of the law engenders greater certainty; conversely, linguistic inconsistencies in its drafting jeopardize its effectiveness. Furthermore, the linguistic clarity of our laws – both in their drafting and dogmatic elements – also facilitates their translation into foreign languages, thereby enhancing the effectiveness of our legal propaganda abroad”.<sup>3</sup> Translated legislation can also improve the country's economic competitiveness and therefore have an indirect economic impact.

Tamás Sárközy spoke about the relationship between legal informatics and computational linguistics as early as 2014, „The field of rural science is also encountering novel challenges in the domain of linguistic culture. One such discipline is computer linguistics, which emerged as a consequence of the information revolution, electronisation, and digitalisation. This phenomenon has been shown to have a number of positive effects; however, it has also been demonstrated to have negative effects, including oversimplification and excessive formalization of legal terminology”.<sup>4</sup> The approach was still distant at this conference, but the interaction between law and language technology was already outlined in the presentations. In the case of machine translation, for example, the so-called „sensitisation phase” has lasted for several years and is still ongoing.

Legislation and language technology are linked through digitisation, as the drafting of legislation is an editing task, different from general drafting in that, in addition to grammatical rules, the text of the legislation must also comply with another set of rules, the norms of legislation.

## I. Legal digitalisation

The digitalisation of law in Hungary started in the early 2000s with the introduction of electronic company procedures. This was followed by the creation of the website magyarorszag.hu, which provides electronic communication, then by the electronisation of civil litigation in 2016 and the introduction of electronic case management from 2018. After such a history, remote communication due to the pandemic, which started in 2020, could build on existing digital foundations, but there was still much to improve on the systems already in place.<sup>5</sup>

I will demonstrate the international achievements of digitisation of legislation using the World e-Parliament Report 2022<sup>6</sup>, based on data from 123 parliaments. The 2022 study looks at the impact of the Covid-19 epidemic and finds that the epidemic was a catalyst for innovation and digital transformation in parliaments, where the real need for remote working emerged, and digitalisation is the tool for this. Digital transformation has increased the resilience and flexibility of parliaments, which is considered to be a strategic imperative for their future.

It is characterised by „greater use of cloud and software as a service (hereinafter: SaaS), and changing patterns of ICT management, procurement and support. According to the survey respondents,

<sup>2</sup> The presentations were published in *Jogalkotás érhetően - a pontos fogalmazás művészete - Clear writing Nyelvstratégiai Füzetek II.*, Magyar Nyelvstratégiai Intézet, Budapest, 2016.

<sup>3</sup> Sárközy, Tamás *Civiljogi kodifikáció és a nyelv* in: *Jogalkotás érhetően- a pontos fogalmazás művészete- Clear writing Nyelvstratégiai Füzetek II.*, Magyar Nyelvstratégiai Intézet Budapest, 2016, pp. 108-114.

<sup>4</sup> Uo.

<sup>5</sup> Cf. Kántor, Ákos: *Az e-ügyintézéstől az e-jogalkotás felé* in: Dr. Miskolczi\_Bodnár Péter (szerk.) *XXIII. Jogász Doktoranduszok Országos konferenciája 2022*. Károli Gáspár Református Egyetem Állam- és Jogtudományi Kara, Budapest, 2022. (pp. 145-154) pp 145-147.

<sup>6</sup> *World e-Parliament Report 2022 Parliaments after the pandemic*, (Inter-Parliamentary Union), 2022 <https://www.ipu.org/resources/publications/reports/2022-11/world-e-parliament-report-2022> (2025.08.26.)

these strategic objectives are underpinned by the need for teleworking, strong cybersecurity, greater public participation, more user training and digital workflows (e.g. to support legislative management and remote voting).<sup>7</sup> The survey suggests that the main directions for the digitisation of parliamentary work are the creation of a virtual parliament, both for plenary and committee meetings, but also the holding of hybrid sessions. The possibility of working remotely has also been introduced in parliamentary work, as well as for economic operators, for which the creation of cloud-based systems has been key. The study also addresses the future of digitalisation, stating that „Digital tools can complement and enhance traditional parliamentary functions, but cannot replace them entirely”.<sup>8</sup>

The World e-Parliament Report 2024 clearly demonstrates the prevalence of artificial intelligence. „Twenty-nine per cent of survey respondents reported that AI was becoming more widely adopted in their parliament, with this technology being used for transcription, translation and cybersecurity. However, only 11% of parliaments are bound by laws regarding the use of AI and just 14% have internal procedures or regulations on this subject”.<sup>9</sup> As it can be seen, AI pertains to ancillary activities, rather than legislation, the parliament’s primary function.

According to the report, the main elements of the digitisation of parliamentary work were the review of processes, followed by the review of developments and procurement, which is the basis for the introduction of new procedures. The spread of teleworking is also an opportunity to widen public participation. Benchmarking, whereby national parliaments benchmark their progress against each other to determine the way forward, is a new element. The Inter-Parliamentary Union also promotes knowledge sharing in the field of digitalisation; national parliaments share best practices and encourage each other to further develop, with the aim of increasing resilience.

## II. Digitisation of legislation

Digitalisation can be understood in the context of the legislative process as a whole, regardless of whether the legislative process is the result of a central administration, an external consultative body, a Member of Parliament, a political group or a social initiative. It is also possible to digitise participation in the legislative process, in the administrative, general or public consultation of draft legislation. The present study will examine the digitization of legislative activity in the central administration and the legislature.

The first necessary step in the development of an electronic legislative system is the creation of a digitised legislative repository, which also serves as a database for building a future system. This can be created inductively: the first system will simply contain the text of the legislation in force in a displayable format. From this stage, it will lead to a complete corpus of legislation, in many cases including even historical (repealed) legislation and translations of legislation, developed as a linguistically based digital database. Once a legal repository with the appropriate technical content has been established, the second step is to develop legal editing software, which is essentially a legaltech tool, a document editing application that works with the data set of the legal repository as a database. It is specialised in that it works according to the rules of the legal system, enforces them and helps users to produce a higher quality legal text. The third level of development, in my view, could be the integration of the different sub-processes of legislation into a single common interoperable system.

By this time, the database and the legal drafting tool will be linked, so that the processes for drafting valid legislation will also be standardised.<sup>10</sup> The need then arises to program the entire legislative process in such a way that interoperability between the separate systems is achieved. The complexity of this is that in domestic legislation, the way in which proposals for amendments to the text are signalled and handled in the administrative conciliation process is different from the way in which

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<sup>7</sup> Uo. p. 6.

<sup>8</sup> Uo., p. 14.

<sup>9</sup> World e-Parliament Report 2024, (Inter-Parliamentary Union, 2024) <https://www.ipu.org/resources/publications/reports/2024-10/world-e-parliament-report-2024> (2025.08.26.) p. 16.

<sup>10</sup> Tóth J., Zoltán (szerk.): *Jogalkotástan. Jogdogmatikai és jogszabályszerkesztési ismeretek*. Budapest, Dialóg Campus Kiadó, 2019. p. 127.

they are handled in the parliamentary stage, but the single system must integrate both sets of signals in an efficient and non-confusing way.

### III. Integrált Jogalkotási Rendszer

In January 2017, the Ministry of Justice in Hungary announced in a press release that the EU co-financed KÖFOP-1.0.0-VEKOP-15 - 2016-00029 project entitled Reducing Administrative Burdens - Integrált Jogalkotási Rendszer (hereinafter: IJR) will provide for the development of projects aimed at reducing administrative burdens through the electronic support of so-called internal (intra-administrative, inter-office/government) processes.<sup>11</sup>

The Integrált Jogalkotási Rendszer resulting from the project was operational in 2021 in several phases. The system linked existing systems as modules and subsystems with newly developed elements.

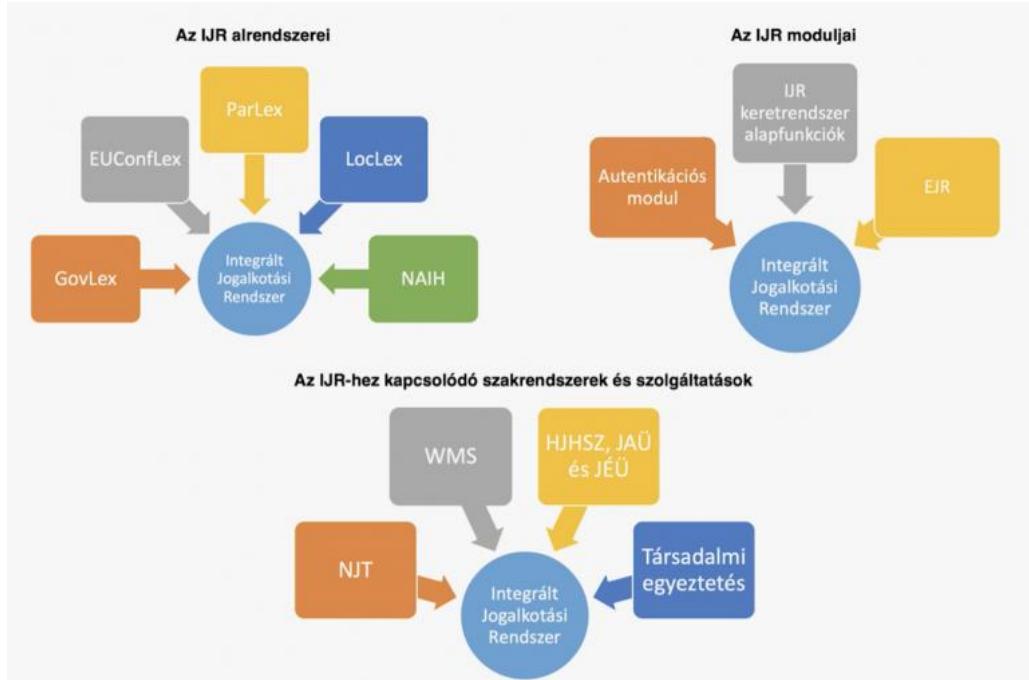


Figure 1. IJR structure, source: Mátyás Ferenc: Április 1-jétől kötelező lesz az IJR és a Loclex használata. Jogászvilág, 2021. március 18.

<sup>11</sup> [KÖFOP-1.0.0-VEKOP-15 – 2016-00029 Integrált Jogalkotási Rendszer sajtóközlemény. Sajtóközlemény az Integrált Jogalkotási Rendszer című projekt indulásáról](#). 2017. (2023.02.03.)

Its significance is that it integrates legislation into a single system, from the first letter of the law to the promulgation or publication of a completed and signed piece of legislation or public law instrument.

IJR can be considered to be a 3.0 level Legaltech system, which is typically an automatic or semi-automatic document production system. Similar systems appeared in the 2010s, consisting of a database of text elements (like Nemzeti Jogszabálytár) and rules, usually with form-like input interfaces and are able to produce documents that are used repeatedly easily and almost automatically.<sup>12</sup>

From the point of view of my research, the Nemzeti Jogszabálytár (hereinafter: NJT) service is of particular importance, as it is the alpha and omega of the system, since it is the starting point of the external legislative process, for example a legislative amendment, and the published legislation is entered into this database. In the legislative process, the substantive legislative drafting activity takes place in the Elektronikus Jogszabályszerkesztő modul (hereinafter: EJR) which is a legislative drafting module, where the legislative text is created and modified. A comparable significance is attributed to the GovLex subsystem, which generally executes coordinating tasks. These tasks include the management of draft opinion procedures, the submission of the draft to the meetings of the decision-making bodies, and, in the case of a bill, the transfer of it to the ParLex system. The latter is also of major importance in the parliamentary phase of the bill's adoption.

The text of the legislation is created in an electronic legislative drafting module EJR, which at first glance looks like a text editing application, but is very different in functionality. The GovLex subsystem is used for the coordination of drafts, such as their negotiation and submission to meetings of the State Secretary, Cabinets of the Government, Cabinet meetings. From here, draft laws are transferred to the Parliament's ParLex system and Government Decrees to the specialised system for publication in the National Gazette, the Hungarian Gazette, WMS, and later to the Nemzeti Jogszabálytár. The legal harmonisation of legislation is followed by the EUConflex subsystem. LocLex is the subsystem for local government, and the legislation produced here is also published in the NJT.<sup>13</sup>

The optimal method for drafting a bill within the IJR system would be as follows: the text of the bill is created in the GovLex subsystem using the EJR module. This module is programmed with the legal norms and practical knowledge for drafting legislation<sup>14</sup>. The module is directly linked to the NJT service and is therefore able to incorporate the amending provisions into the codified text independently, after the legislative amendment has been made to the existing text of the legislation. An important feature of the system is that it performs a codification check on the text: without correction of errors, the draft cannot be closed. The draft's journey continues in GovLex, where internal consultations within the proposer's own institution can be carried out<sup>15</sup>, as well as consultations under the Government's Rules of Procedure, preliminary consultations under Chapter 5, peer reviews under Chapter 3, consultations under Chapter 4 and public consultations on the draft using the Társadalmi egyeztetés (hereinafter: public consultation)<sup>16</sup> service. The system can handle changes to the text of the draft during the consultations.

In the case of a draft law, depending on the decision of the government meeting, the draft is submitted by data transfer, the GovLex subsystem transfers the draft to the ParLex subsystem. At this point, the draft's journey through the administration ends, and the ParLex system carries the draft through to its adoption.<sup>17</sup> After the adoption of the draft law, the text is prepared for publication in the WMS specialised system, and after its publication in an electronically authenticated form in the online interface of the Hungarian Gazette, the text of the law is entered in the Nemzeti Jogszabálytár.

The modelled process imagined above shows how much data transfer is required between subsystems, modules, specialised systems and services, and therefore the interoperability of these

<sup>12</sup> Cf. Zödi, Zsolt: *Bevezetés: Jogi technológiák* In Zödi, Zsolt (szerk.): *Jogi technológiák – Digitális jogalkalmazás*. Budapest, Ludovika Egyetemi Kiadó, 2022 p. 26.

<sup>13</sup> Government Decree 338/2011 (XII. 29.) on the Nemzeti Jogszabálytár 4. §,

<sup>14</sup> E.g. a guide to drafting legislation

<sup>15</sup> E.g. MvM Instruction No. 5/2022 (VI. 17.) on the Organisational and Operational Rules of the Prime Minister's Office, § 186 (3)

<sup>16</sup> Read more: Rixer, Ádám: *Consultation and central public administration in Hungary* In: International Journal of Public Law and Policy 2024 Vol.10 No.3, pp.334 - 358 p.342-343

<sup>17</sup> The adopted law is signed on paper. I will not examine it from a digitisation perspective.

elements is of paramount importance. It should be noted that the process modelled above is different for other types of legislation (Government Decree, Ministerial Decree) and even different from each other, which highlights the complexity that is expected from the system.

The use of the IJR is currently mandatory in the Parliament, as the President of the National Assembly, in his resolution on the electronic submission of certain motions, ordered the submission of bills and other documents using IJR-ParLex, pursuant to Article 27 (1) (a) of the OGY Resolution 10/2014 (II. 24.) on certain provisions of the Rules of Procedure (hereinafter: HHSZ). The use of the system is currently not exclusive in the public administration, with most legal documents being entered into the system prior to submission to Parliament.

## **IV. Educational experiences**

I was invited to participate in the training of the Integrált Jogalkotási Rendszer, which allowed me to familiarise myself with its services, in particular those related to my research topic. In this paper I will briefly describe the functionality and experiences of the EJR module and the GovLex subsystem.

### **IV.1. Az Elektronikus Jogszabályszerkesztő modul - EJR**

The electronic legislation editor module - EJR is essentially a text editor for lawyers. Many of its features are similar to traditional text editors, and anyone who is familiar with such a program can use the basic EJR features. A special feature of the module is that it is programmed with the legislative rules: the Jat<sup>18</sup>, Jszr<sup>19</sup> and the less well-known Legislative Drafting Guide.<sup>20</sup> The module uses these as a basis for the work of the legislative drafter, offering different types of legislative templates and text templates to be filled in by the user. The system also helps to keep the structure of the legislation: for example, it indicates in the template the location of the preamble or introductory part, the enacting provisions, etc., thus helping to ensure precision.

The module is directly linked to the legislative texts stored in the Nemzeti Jogszabálytár as a database. This allows the accurate creation of external legal (rigid) references and the easy generation of amending provisions. When the legal editor makes the desired modification to the normative text in the EJR module by rewriting the text, the system automatically generates the amending provision in the amending legislation. In conjunction with this, the system also manages the time states of the legislation, in line with the intended effective date of the amending legislation and the amending provisions.

There are two ways to import standard text into the module, firstly by creating it in the EJR module as a text editor, and secondly by importing text created in other text editors. In both cases, however, the system performs a so-called codification check on the normative text and, if it detects a deviation from the legislative rule set, it indicates this in an itemised list of errors and then traces each error, indicating where and how it should be corrected. The module divides codification errors into two groups: one type, minor errors, are only flagged and do not block the codification process; while more serious errors block the codification process until they are corrected.

The aim of using this module is to improve the quality of legislation, since drafts produced here can only be passed on to the next stage of the legislative process, i.e. formal compliance with the legislative rules, after a codification check to correct errors.

### **IV.2. The GovLex subsystem**

The GovLex subsystem is used to program the rules of procedure for legislation in central administration, in accordance with the Government's Rules of Procedure. The advantage of the system is increased information security, as the preparatory material for decisions is classified as „non-

<sup>18</sup> Act CXXX of 2010 on Legislation

<sup>19</sup> IRM Decree 61/2009 (XII. 14.) on the drafting of legislation

<sup>20</sup> It was available on the IRM ministry's website as „Jogszabály-szerkesztési Helpdesk”

public".<sup>21</sup> Therefore, the IJR's live system is closed, can be accessed after double authentication and has a strong privilege management system. The subsystem supports and manages collaborative working, and the system supports change logging with version tracking functionality. Users perform their tasks based on the rights associated with the digitised workflows: for example, the system indicates precisely who is directly authorised to transmit a document and who is authorised to submit the same document for approval before transmission, just as in day-to-day office work.

Within the framework of its process management function, the subsystem is able to carry out the consultations specified in the legislation, to automatically generate a note based on the comments made on the normative text, and to automatically generate a ministry opinion based on the notes. It is also capable of preparing meetings of decision-making forums, compiling agendas, publishing material and making it available to those entitled to do so.

For the whole IJR, it is important to emphasise the interoperability between the elements of the system, as the path of the draft legislation from inception to publication in the National Gazette goes through several modules, subsystems and related specialised systems; it is important that the information is interpretable and editable in all elements of the system, as the draft changes throughout the legislative process.

Reducing the administrative burden was an expectation when the IJR project was set up. A full definition of this would require further study, but it can be concluded that a single system is typically paperless, that the elimination of the need to route non-publicly classified documents over an open network also has a cost-reducing effect and represents a significant improvement in terms of information security, and that the use of templates and text templates has a positive impact on the resources of the drafters and commentators.

## V. An examination of the optimal digital legislative system

Based on an analysis of national and international experiences and best practices, what would be the characteristics of an ideal digitised legislative system?

In terms of its structure, the system follows the architecture of the legislative system described above, with a legal database - codification module - coordination service structure. The law repository section contains the legislation in force in a linguistically processed database, with the previous and subsequent, already promulgated, time-states, segmented text, in such a way that not only the legislation but also its individual structural units (segments) can be linked through the website. Each piece of legislation is accompanied by a data table that includes its name, number, issuer, date of promulgation and entry into force. In some cases, the data table also includes amendments to the legislation, as well as a separate link to the legislative provisions as metadata. Each time state that has been selected can be compared with each other. The comparison will show the amendments with a correction mark.

The codification module is an ergonomically designed<sup>22</sup> editing application with similar functionality to the most prominent or notable text editors. It is directly linked to the legislation repository, which also includes the possibility, if there is another user working on an amendment to a piece of legislation, to indicate who (which ministry/department) is working on it,<sup>23</sup> with which entry into force (time status); preventing the possibility of amendments to a piece of legislation confusing or make each other impossible, even before the administrative conciliation.

For this module, the use of an AI-based chat application should already be considered. On the one hand, it can help to identify the links between laws, it can provide a list of the legal texts related to

<sup>21</sup> See Act CXII of 2011 on the Right to Informational Self-Determination and Freedom of Information 27. § (5) Data prepared or recorded in the course of a procedure for the adoption of a decision falling within the scope of the duties and powers of a body performing public functions and serving as a basis for the decision shall not be made public for ten years from the date of its creation. Access to such data may be authorised by the head of the body managing the data, after weighing the weight of the public interest in disclosure and the public interest in excluding disclosure.

<sup>22</sup> E.g. it knows the most common keyboard shortcuts of word processors and can use them, it does not define any other function for them, it works in a similar logic as a text editor.

<sup>23</sup> It has already reached a certain point in the codification process.

the given legal content, and it can also help to draft the legal norm - by working on the legal database - it can be able to produce a shorter text proposal, if not a whole law. Here, of course, integrity issues must be taken into account: it is not allowed that, when using public applications, the text of draft legislation is - even accidentally - leaked from the closed system.

From a coordination point of view, it is important that the legal draft moves from the first letter to the publication within the system, so there is no need for printing, external e-mailing or other logistics. In addition, the legislative process can be statuses in the digitised system, and it is possible to see at a glance where each piece of legislation is in the legislative process. If visualisation is used, thus making it possible to monitor the timetable of the „legislative project” and to refine it if necessary. This requires the creation of a high level of semantic interoperability of the systems, which means that the draft actually moves within the system, i.e. the opinions, public consultations, even the electronic signature of the President of State and the drafting for publication are all done within the system, in its subsystem (module), in other words, the legislative process becomes completely paperless.

From this point on, the business question is at which point can join market-based legal database providers the process, from where, in what form and for how much they can obtain the input data they need to update their own database.

This would make the legislative process transparent, the preparation of legislation could be monitored by both professionals and lay people, and a system organised in this way would allow for meaningful public participation in the legislative process, in any of its sub-processes.

The system would benefit from the inclusion of signalling functions to create transparency and the possibility of group work, even when several teams are working on the same draft. The implementation of a chat application would facilitate the creation of text variants, as the content can be re-generated instantly, with the possibility of refining the content by prompting, until the desired linguistic quality and clarity is achieved.

The disadvantage of such a legislative system is that, also because of its cost, it is usually implemented as a project, has a relatively small number of users, so as a non-market-based system it is slow to evolve, is typically linked to changes in legislation,<sup>24</sup> is relatively inflexible in dealing with user needs, and therefore the ergonomics of operation are not predicted to be very high.<sup>25</sup>

## VI. Looking ahead: heading to machine legislation?

Artificial intelligence has also arrived in the legal profession worldwide, typically on the user, or legal practitioner side. Following the progress of digitalisation, the next target may be automation, which in turn suggests that in time AI will also be applied in legislation. A related argument is that the globalisation of the economy has made the translation of legislation increasingly important, and there may be a need for machine translation of legislation, for which machine-assisted translation of legislation may be a good source material.

The initial hypothesis of my research is that the digitisation of translation is a model for the digitisation of legislation. In the case of translation, digitisation has been followed by automation, using machine translation solutions, which nowadays are based on neural network-based self-learning artificial intelligence (hereinafter: AI), as opposed to statistical-based machine translation applications, which are now considered rudimentary, such as the eTranslation application developed by the European Union and launched in 2018. The Chat GPT application was launched in 2022. and proved revolutionary in comparison to other systems. Since then, it has evolved at an incredible pace, with its sixth version being used in just three years.<sup>26</sup> This means that on average, a new version is released every six months.

<sup>24</sup> E.g. Act XVI of 2024 amending Act CXXX. of 2010 on Legislation has made the use of preambles in legislation general. This is a change that the legislative drafting application must follow, otherwise it cannot comply with the legislation in force. Such amendments can therefore be described not as improvements but as compliance with the law.

<sup>25</sup> Kántor, Ákos: *Jogalkotási rendszerek digitalizációja néhány nemzetközi jó gyakorlaton keresztül* In: Studia Iuris Károli Gáspár Református Egyetem Állam- és Jogtudományi Doktori Iskola, Budapest, 2024 I. évf. 3.szám pp 56-76. p. 74.

<sup>26</sup> For more information see: <https://www.searchenginejournal.com/history-of-chatgpt-timeline/488370>

The use of machine translation solutions<sup>27</sup> is now commonplace in the translation industry, something that was unthinkable just a few years ago, but is now increasingly being used to support translators, and an ISO standard<sup>28</sup> has been developed to ensure the quality of machine translation with post-editing. Following this example, it is perhaps conceivable that in a few years' time, legislation will also be drafted by an artificial intelligence-based system, it is to be hoped that the process will be subject to human post-editing.

Based on translation practice, where there are also digitised translation tools named computer-assisted translation (hereinafter: CAT) tools and human-assisted translation tools (hereinafter: HAT tools, or machine translation) it should be noted that neither CAT tools nor machine translation tools are used regularly by professional translators. Their aim (also due to their business activity) is to translate the text of a given length into the target language with the highest (or at least the expected) quality and speed. Therefore, a well-trained, modern translator's toolbox includes both CAT tools and machine translation applications, the use of which is determined by the characteristics of the text to be translated. So, after machine translation of a text, it may be necessary to use a CAT tool to rework the parts that have not been translated correctly or with certainty, and then to re-translate the whole text. In other words, in the case of translation, it is not the method used but the end result that counts, just as in the case of legislation. The expectation is not that the legislative process will be chiselled, but that the legislation will be promulgated at the end of the process, in accordance with the legal provisions, in a high-quality and clear way; in this, translation and legislation are again common.

If we consider the potential use of artificial intelligence in the legislative process, compared to the use of artificial intelligence-based (hereinafter referred to as machine) translation tools, we are in a difficult situation; on the one hand, while artificial intelligence-based machine translation solutions have been around for years, are available to all and are widely used, the creation of an artificial intelligence-based legislative system - outside the scope of this paper - has not yet been conceived.

„Artificial intelligence has already arrived in the legal profession, but typically on the user, law enforcement side, but in my opinion, it will also appear in the legislative field in time, especially because the translation of legislation - its translatability in view of our membership of the European Union - may become a demand in the future, with the increase in the machine translation capacity of the EU's Directorate-General for Translation (DGT). This process is also noteworthy from a jurisprudential point of view”.<sup>29</sup> The global economy may make the translation of legislation a demand as machine translation capacity grows.<sup>30</sup> Although translation as a linguistic mediation does not affect the linguistic quality of legislation, it should be noted that it is easier to translate a good quality, readable legal text and the translation will be of better quality and comprehensibility. In the context of machine legislation - machine translation, this would mean that a text produced by machine legislation - with consistent wording, well-structured, simple sentence structure - could be translated into a foreign language by a machine translation application with greater efficiency (less post-editing, thus in less time and at lower cost).

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<sup>27</sup> E.g. DeepL, eTranslation, limited: Google Translate

<sup>28</sup> ISO 18587:2017 Translation services – post-editing of machine translation output – Requirements, forrás: <https://www.iso.org/standard/62970.html> (09.06.2022.).

<sup>29</sup> Kántor, Ákos: *A jogalkotás digitalizációja és a mesterséges intelligencia alkalmazási lehetőségeinek vizsgálata* In Prof. Dr. Miskolczi-Bodnár, Péter (szerk.): *XXI. Jogász Doktoranduszok Konferenciája 2021. Jog és Állam 39.* Károli Gáspár Református Egyetem Állam- és Jogtudományi Kar, Budapest;: 2022. pp 27-35. p. 34

<sup>30</sup> See translations of legislation in the [National Legislation Database - Translated legislation](#)

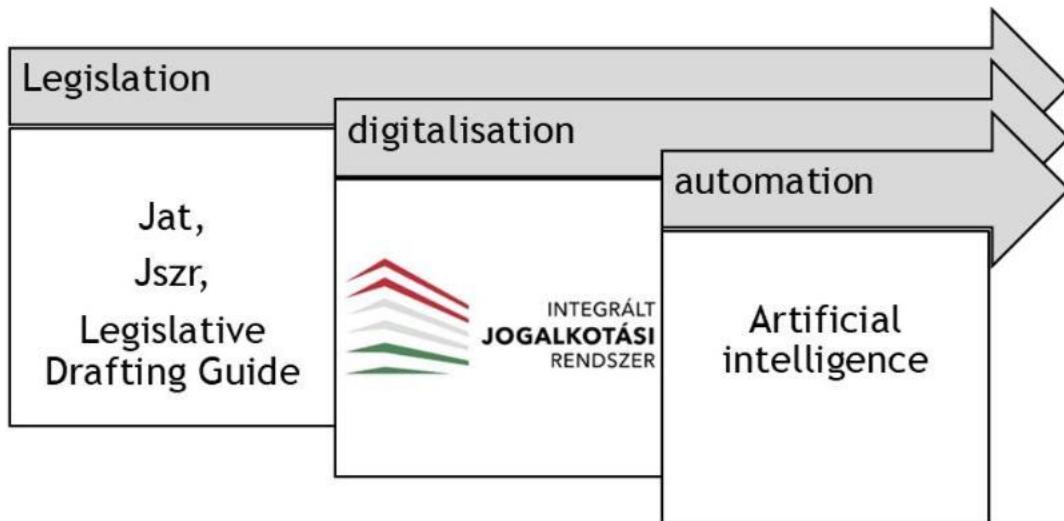


Figure 2 - Digitalisation and automation in legislation - own editing

In addition to the technological argument for linking a digitalised legislative system with artificial intelligence, the two main components of such systems are the algorithm and the database. The database is available, as the NJT is essentially a legal, lexical database, which can also be made available as a training database. The algorithm could be built using the digitised rules programmed into the IJR as a starting point. According to Péter Homoki, solutions based on multi-layer neural network models may also be promising in the field of legal text summarisation, but their use in a small language of a given Member State requires further investment in research and development.<sup>31</sup>

It is hypothesized that the digitalization of legislation will be followed by the automation of legislation, which will also be based on artificial intelligence. This technology has already arrived in the legal profession. A recent illustration of this phenomenon is the utilization of OpenAI's ChatGPT application by Colombian judge Juan Manuel Padilla to solve a specific case, which has caused a lot of press coverage<sup>32</sup>. This has come despite the fact that Colombia passed a law in 2022 proposing that public lawyers use technological tools to make their work more efficient. The first AI-generated law was also adopted in Brazil in October 2023.<sup>33</sup>

Machine translation has become so ingrained in the professional translation process that since 2018 there is a separate ISO standard for Machine Translation Post Editing (MTPE). In my estimation, the automation of legislation should also progress in this direction, towards human post-edited legislation following machine legislation. This could be designated „MLPE,” an acronym for „Machine Legislation Post Editing,” similar to the term „MTPE,” which stands for „Machine Legislation Post Editing”.

In machine legislation, AI can produce the normative text based on programmed rules and patterns in its database, but AI is not expected to be able to interpret the complex content of the normative text. In order to demonstrate, I used the OpenAI Chat GPT application to generate law drafts of varying complexity, first in 2023, and then, as an experiment to test the evolution of AI systems, I

<sup>31</sup> Homoki, Péter: *Miként lehet a szöveggeneráló eszközöket a jogászi hivatások körében hasznosítani?* In: Zödi Zsolt [szerk.]: *Jogi technológiák – Digitális jogalkalmazás*. Budapest, Ludovika Egyetemi Kiadó, 2022. p. 198

<sup>32</sup> Colombian judge says he used to chatGPT in ruling, (The Guardian), <https://www.theguardian.com/technology/2023/feb/03/colombia-judge-chatgpt-ruling> (2023. 02.04.)

<sup>33</sup> In October 2023, the city council of Porto Alegre, Brazil, adopted the first legislation drafted by ChatGPT, prompted by Councilman Ramiro Rosário, and passed by the Council without knowing about the fact of machine editing, In: Brazilian city enacts an ordinance that was secretly written by ChatGPT (AP News) <https://apnews.com/article/brazil-artificial-intelligence-porto-alegre-5af1240afe7b6ac202bb0bbc45e08d4>, (30. 11. 2023.)

reran the prompts with the latest free version of Chat GPT-4o, available in August 2025, following the instructions below.<sup>34</sup>

## VI.1 Instructions 1

„make a law draft not to feed pigeons in the park, whoever does it will have to pay a fine”

Answer (2023):

„It is prohibited to feed pigeons in the area designated for this purpose. Those who do violate this regulation will be fined by the park's law enforcement agency”.

The AI produced law draft-like content, with technical terms such as: prohibited, violating, in a designated area - in addition, the territorial scope of the park does not appear in the answer, but the machine has filled the gap in the instruction, as it did not specify who should pay the fine, the machine specified: the park's law enforcement agency.

Answer (2025):

„Feeding pigeons is prohibited in the park. Feeding them not only makes the pigeons' reproduction uncontrollable, but the birds can also invade humans, spread infectious diseases and damage the park's infrastructure. Please respect the ban and do not feed the pigeons. The park warden monitors compliance and fines those who break the ban. Thank you for your cooperation and respect for the park rules.”

The text in this version differs considerably from the law draft, being rather descriptive, circumscriptive, adding many circumstances to the text for which no instructions were given, e.g. „the reproduction of pigeons becomes uncontrollable,” „damage to the park's infrastructure”. The last sentence is remarkably polite, but it is not at all standard, in my opinion because of the chat character of the text. The 2023 version was closer to the law text.

## VI.2 Instruction 2

„Make a traffic rule that the first person to cross the intersection is the one coming from the right. If there is more than one, the first to cross is the first to arrive.”

Answer (2023):

„The vehicle coming from the right-hand side of the intersection may cross first. If more than one vehicle is entering the intersection from the right-hand side at the same time, the one that entered the intersection first may cross first.”

The machine uses standard turns of phrase, the colloquial wording of the first sentence of the instruction is tighter, i.e. it knows the characteristics of the „rule”. The term „vehicle” was inserted by the machine, recognising the context of the content as similar to a traffic rule, but the -intentional-deviation from the existing traffic rule was not corrected to the actual content of the rule in the Kresz.<sup>35</sup>

Answer (2025):

„Under the traffic rule, the first person to cross the intersection is the person coming from the right. If there is more than one such vehicle, the one who arrived first at the intersection crosses first. It is important to obey this rule to ensure safe and smooth traffic. Violators may be fined. Thank you for your help in maintaining traffic order and safety.”

In this case, Chat Gpt did not write a rule, but explained the rule and even referred to the traffic rule itself. It seems as if he did not fully understand the instruction. He did not reformulate the content of the text, but rather just politely explained it and then politely thanked the driver for following the rule. The result is far from being a law draft.

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<sup>34</sup> The original text was in Hungarian

<sup>35</sup> Hungarian traffic rule decree

### VI.3 Instruction 3

„Make a rule that at a meal, soup is to be eaten first, then the main course, and finally dessert, except when there is no soup, in which case the main course is first. If there is only soup and dessert, eat in that order.”

Answer (2023):

„At a meal, the soup should be eaten first, then the main course, and finally dessert. If no soup, the main course is the next meal. If only soup and dessert are available, then soup and dessert should be consumed in that order.”

The aim was to test the handling of the main rule and the exceptions, in which case the machine broke away from the instructions the least, almost only working through the text at the level of conjunctions.

Answer (2025):

„According to the rules of the meal, the soup should always be eaten first, followed by the main course and finally dessert. If there is no soup in the meal, the main course must be eaten first. If there is only soup and dessert at the meal, the soup should be eaten first, followed by dessert. It is important to follow this order to support the quality of the meal and digestion. Failure to follow the rules of the meal may result in a ban. Thank you for following these eating rules for a healthy diet.”

In the latter version, the system did not even try to generate a law content, it almost just repeated the content of the prompt. It also inserted elements that went beyond the prompt, e.g. „digestion”, and introduced a sanction of its own: „Failure to follow the rules of the meal may result in a ban” Finally, as in all cases in the 2025 test, it politely thanked the rules for compliance, which is not at all normative.

In the two and a half years between the 2023 and 2025 tests, the system has been updated about 4-6 versions. In the 2023 experiment, the generated texts were concise and short, the first two were almost or close to normative, and in the third case the more complex logical structure was no longer followed by the application. In 2025, however, the generated texts were not legal draft-like at all, but rather a sort of polite explanation of how to implement a rule in a prompt, followed in each case by a polite thank you for following the rule.

In summary, the early Chat GPT generated „better” law text than version 4o based on the same prompts. Of course, no far-reaching conclusions should be drawn from this test.

The short tests above also show that human intervention is necessary for machine generated law texts. In the case of post-editing, there is a possibility that this could be done in the digitalised legislative system, which would ensure that the formal correctness of the legislation, guaranteed by the machines, is maintained even after the content (human) clarification.

### Conclusion

Since the 2010s, digitization has been present in the field of legislation, as a millennial, typically written activity, and the Hungarian system is the Integrált Jogalkotási Rendszer. The IJR has been demonstrated to facilitate formal compliance with the substantive and procedural rules of legislation by enhancing the quality and efficiency of legislation and reducing administrative burdens. The interoperability between the individual modules, services, and subsystems of the IJR has been demonstrated to enhance the information security of legislation. This is achieved by ensuring that non-publicly classified preparatory material does not need to be transmitted over open networks. Consequently, the delivery activities can be conducted exclusively within the system. The electronic transfer of legislative data between systems has been demonstrated to reduce the time and financial resources expended on legislative activities, thereby enhancing their efficiency. The development of the system cannot be regarded as gradual as at the translation support systems, it's the primary emphasis placed on the transposition of legislative changes.

At the age of artificial intelligence, it is no longer a question of whether automation will reach the legislature, but rather when and in what form. The question of how the classical human codifier will

interact with automated and digital legislative systems is of particular interest. Given the current state of science, it is evident that human intervention will be necessary in conjunction with machine processes for the foreseeable future. The findings of the experiment detailed in the study demonstrate that the AI-based chat application under investigation has evolved away from producing law drafts based on the instructions it receives over a period of two years. This does not imply, however, that an artificial intelligence system trained on a legal teaching database and specifically trained for codification tasks will not be capable of achieving much better results in the near future.

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