AI FOR PARLIAMENTS WORKSHOP

AI & the possibility of Outcomes-Driven Legislation

Zeppelin University
Friedrichshafen, Germany
JULY 3, 2023

Marci Harris, J.D., LL.M.
Executive Director
POPVOX Foundation

POPVOX FOUNDATION

MISSION:
To inform and empower people
and make government work better for everyone.

CAPACITY

INNOVATION

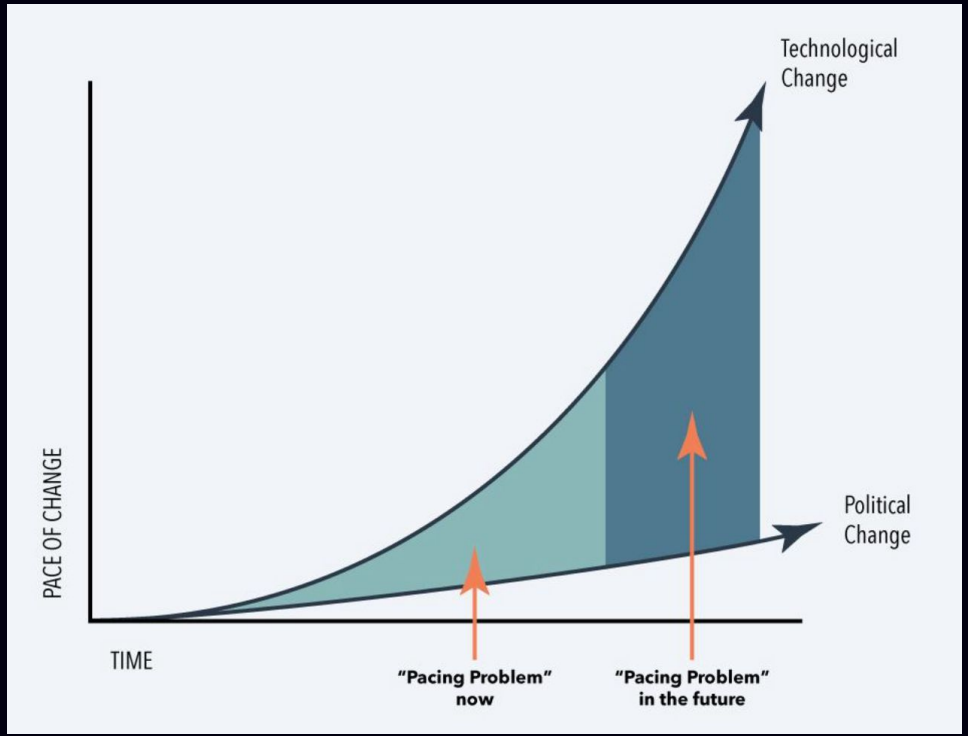
ENGAGEMENT

THE PACING PROBLEM

EXTERNAL
Failure to keep pace with emerging innovations that are changing industries and society

INTER-BRANCH
Congress lags the executive branch, compromising its ability to act as a co-equal branch of government

INTERNAL
Failure to employ modern practices and technology for its own operations.



CONGRESS VS. EXPONENTIAL CHANGE

- Large language models or “LLMs” have the potential to significantly improve the productivity and efficiency of lawmakers and staff.
- Failure to adopt new tools and processes risks Congress falling further behind the pace of change in society and struggling to meet constituent expectations.
- Key to avoiding an acceleration of the internal pacing problem is for Congress to be proactive AND CAREFUL in incorporating LLMs and other advanced technologies into its operations.

Recommendation 175: The House Digital Service should evaluate and onboard industry leading correspondence technology tools and platforms to enable offices to improve the quality and substance of constituent correspondence.	Open - Needs Attention	Need to enable real-time tracking of constituent correspondence and satisfaction, as well as the automation of aspects of correspondence that are repetitive for staff, through adoption of intelligent tools and use of Artificial Intelligence where appropriate.	CAO

large language model 0/0

> Artificial Intelligence (AI) and Machine Learning. Several local, state, and foreign governments have recently started exploring ways to incorporate advanced computer software and analysis into the legislative process including for predictive problem-solving purposes. The Committee heard testimony explaining how these technologies can help government predict and prevent undesirable activities, test policies and options in real-life scenarios before adopting them, and find the best solutions by providing a set of alternatives to accelerate improved decision-making.

DEVELOPMENTS/DISCUSSIONS IN THE US

AI wrote a bill to regulate AI. Now Rep. Ted Lieu wants Congress to pass it.

JANUARY 26, 2023

REP. JAKE AUCHINCLOSS USES CHATGPT ARTIFICIAL INTELLIGENCE TO WRITE HOUSE SPEECH

MIT Technology Review

SUBSCRIBE

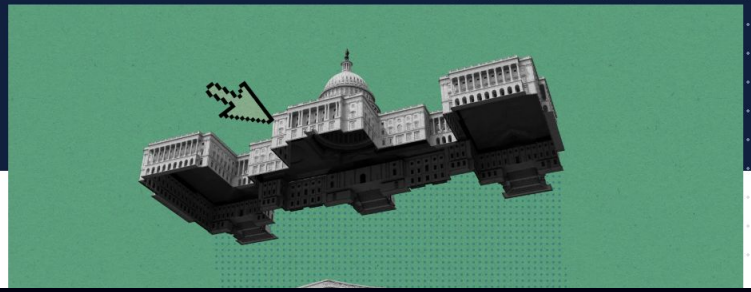
ARTIFICIAL INTELLIGENCE

How AI could write our laws

ChatGPT and other AIs could supercharge the influence of lobbyists —but only if we let them

By Nathan E. Sanders & Bruce Schneier

March 14, 2023

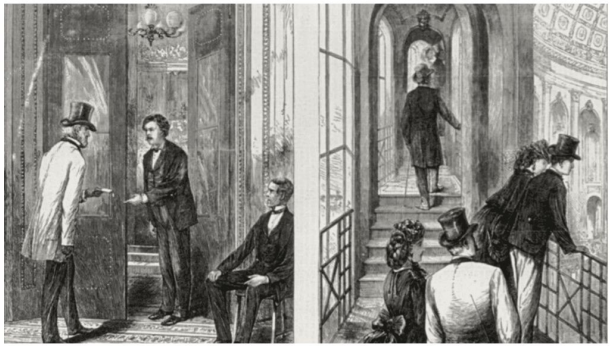


TECHNOLOGY AND DEMOCRACY

Bots in Congress: The Risks and Benefits of Emerging AI Tools in the Legislative Branch

PUBLISHED FEBRUARY 8, 2023

Zach Graves is executive director at Lincoln Network and a fellow at the National Security Institute at George Mason University. Daniel Schuman is policy director at Demand Progress. Marci Harris is Executive Director of POPVOX Foundation, an adjunct professor at the University of San Francisco and a lecturer at San Jose State University.



Man presenting his calling card to a Senator at the U.S. Capitol; tourists ascending stairs above the rotunda. Library of Congress

In the last year, we've seen huge improvements in the quality and range of generative AI tools—including voice-to-text applications like OpenAI's Whisper, text-to-voice generators like Murf, text-to-image models like Midjourney and Stable Diffusion, language models like OpenAI's ChatGPT and GPT-3, and others. Unlike the clunky AI tools of the past (sorry, Clippy), this suite of technologies is increasingly able to replicate and outpace work done by humans.

AI TOOLS

for the Congressional Workplace

Hosted by:

POPVOX FOUNDATION

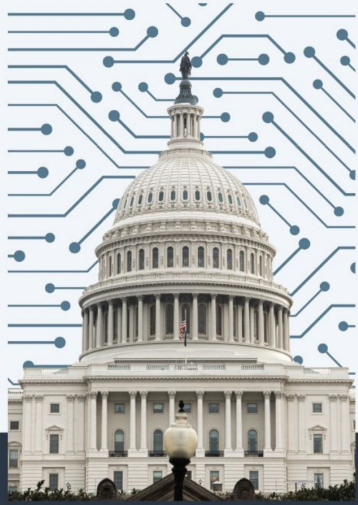
DEMAND PROGRESS

LINCOLN NETWORK

In collaboration with:

House Digital Service

CAO | U.S. HOUSE OF REPRESENTATIVES



FEDSCOOP

Congress gets 40 ChatGPT Plus licenses to start experimenting with generative AI

The House of Representatives' digital service has already distributed the licenses among lawmakers' offices.

BY NIHAL KRISHAN • APRIL 24, 2023

Artificial Intelligence (AI)

Exploring AI Tools Like ChatGPT

Artificial intelligence (AI) tools like ChatGPT and the new Bing search engine are future – and the House Digital Service team is making it easier for offices to understand and explore AI at the House.

What AI Means for the House

AI tools can be used for a variety of office administrative and operational purpose including:

- Generating constituent response drafts and press documents;
- Summarizing large amounts of text in speeches;
- Drafting policy papers or even bills;
- Creating new logos or graphical elements for branded office resources;
- And more.

How Your Office Can Leverage AI

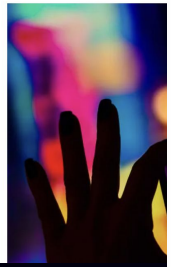
Our new working group is open to any office interested in using AI tools like Chat and other related cloud services.

Join the AI Working Group

CONGRESS

Promise or peril? AI may offer both to congressional staff

Technology can cut be avoided



AXIOS

Log In

Scoop: Congress sets limits on staff ChatGPT use

Andrew Solender

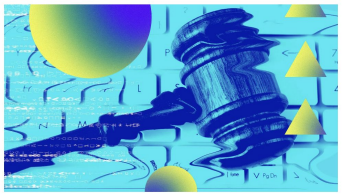


Illustration: Allie Carl/Axios

The House is placing new guardrails around use of the popular AI chatbot ChatGPT by congressional offices, Axios has learned.

Only ChatGPT Plus Chat Bot Authorized for Use with Non-Sensitive Data, Research and Evaluation

Sending Office: Office of the Chief Administrative Officer
Sent By: caocommunications@mail.house.gov

Notice to All House Staff:

House offices using the ChatGPT artificial intelligence (AI) chatbot are **only authorized to use the ChatGPT Plus version** of the product. The Plus version of the product incorporates important privacy features that are necessary to protect House data. ChatGPT plus is available from Open AI as a subscription for $20 per month.

ChatGPT Plus has been authorized provisionally by the Committee on House Administration with the following conditions and limitations:

- Use of the product is for *research and evaluation only*. House offices are authorized to experiment with the tool on how it may be useful to congressional operations, but offices are not authorized to incorporate it into regular workflow.
- The product is only to be used with *non-sensitive data*. For example, do not paste into the chat bot any blocks of text that have not already been made public.
- The product must be used with privacy settings enabled. These settings ensure that your history is not preserved and your interactions are not incorporated back into the large language model. These settings are disabled by default. You should enable these privacy settings under "Settings" on the main menu of the product. Visit the OpenAI website for additional information about ChatGPT Plus Chat Bot privacy setting recommendations.

House offices interested in researching and evaluating ChatGPT Plus are encouraged to read guidance from the House Digital Service AI Advisory Group, which details concerns like accuracy, bias, cybersecurity, and copyright, and allows staffers to join to share usage information back with the House community.

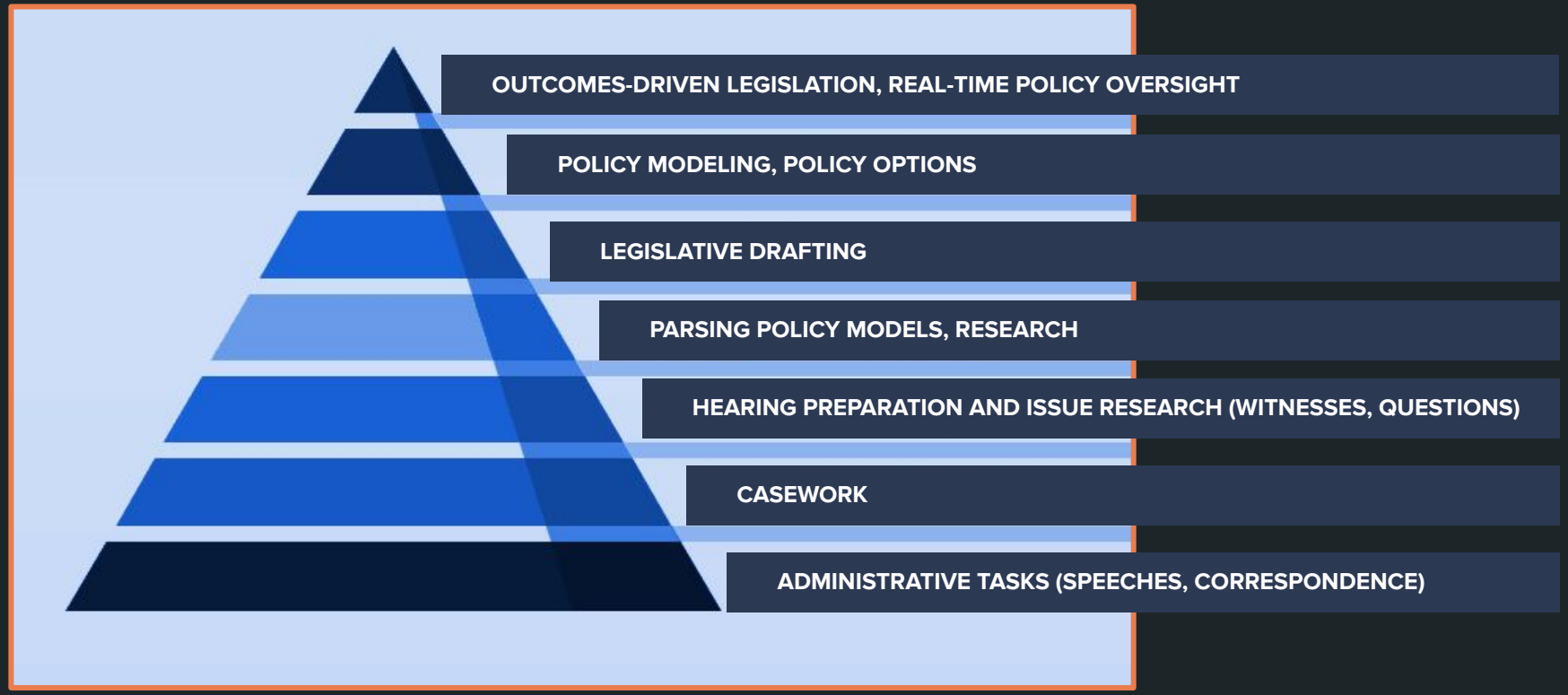
No other versions of ChatGPT or other large language models AI software are authorized for use in the House currently. For additional information on House cloud services that are currently authorized, in review, or not authorized, please visit the Cloud Services page on HouseNet.

Sincerely,

Catherine L. Szpindor
Chief Administrative Officer

LLMS IN THE CONGRESSIONAL WORKFLOW

A POTENTIAL TIERED APPROACH



SUGGESTED TIMELINE
FOR AI/LLM TOOLS IN FIRST BRANCH OPERATIONS

IMMEDIATE (~3 months)

- Enable experimentation, clarify guidance for incorporating new tools
- Share information (example: House AI Working Group)
- Learn from other industries and legislatures
- Monitor changes in advocacy practices and constituent engagement; look for inauthentic campaigns

SUGGESTED TIMELINE
FOR AI/LLM TOOLS IN FIRST BRANCH OPERATIONS

SHORT-TERM (3–6 MONTHS)

- Hearings in relevant committees
- Studies commissioned from experts, including GAO Innovation Lab
- Learning from private sector innovation, international examples
- CRM vendors may begin to incorporate AI tools into product offerings
- Encouraging prototypes (including with House Digital Services)

SUGGESTED TIMELINE
FOR AI/LLM TOOLS IN FIRST BRANCH OPERATIONS

MEDIUM-TERM (6 MONTHS–2 YEARS)

- Significantly invest in modernizing technical/IT systems to integrate flows of information and automate routine processes.
- Create new multi-disciplinary teams to tackle complex policy and oversight work and relieve pressures on existing staff.

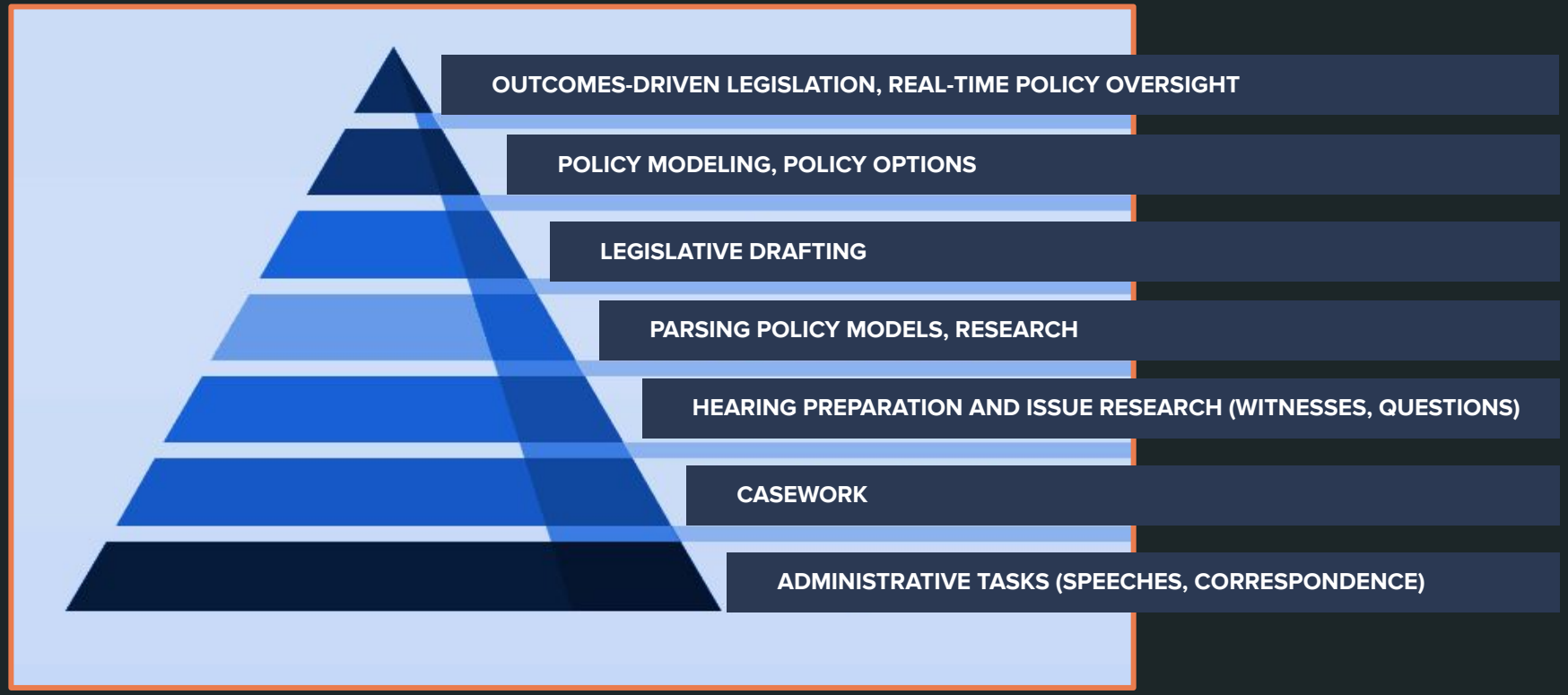
SUGGESTED TIMELINE
FOR AI/LLM TOOLS IN FIRST BRANCH OPERATIONS

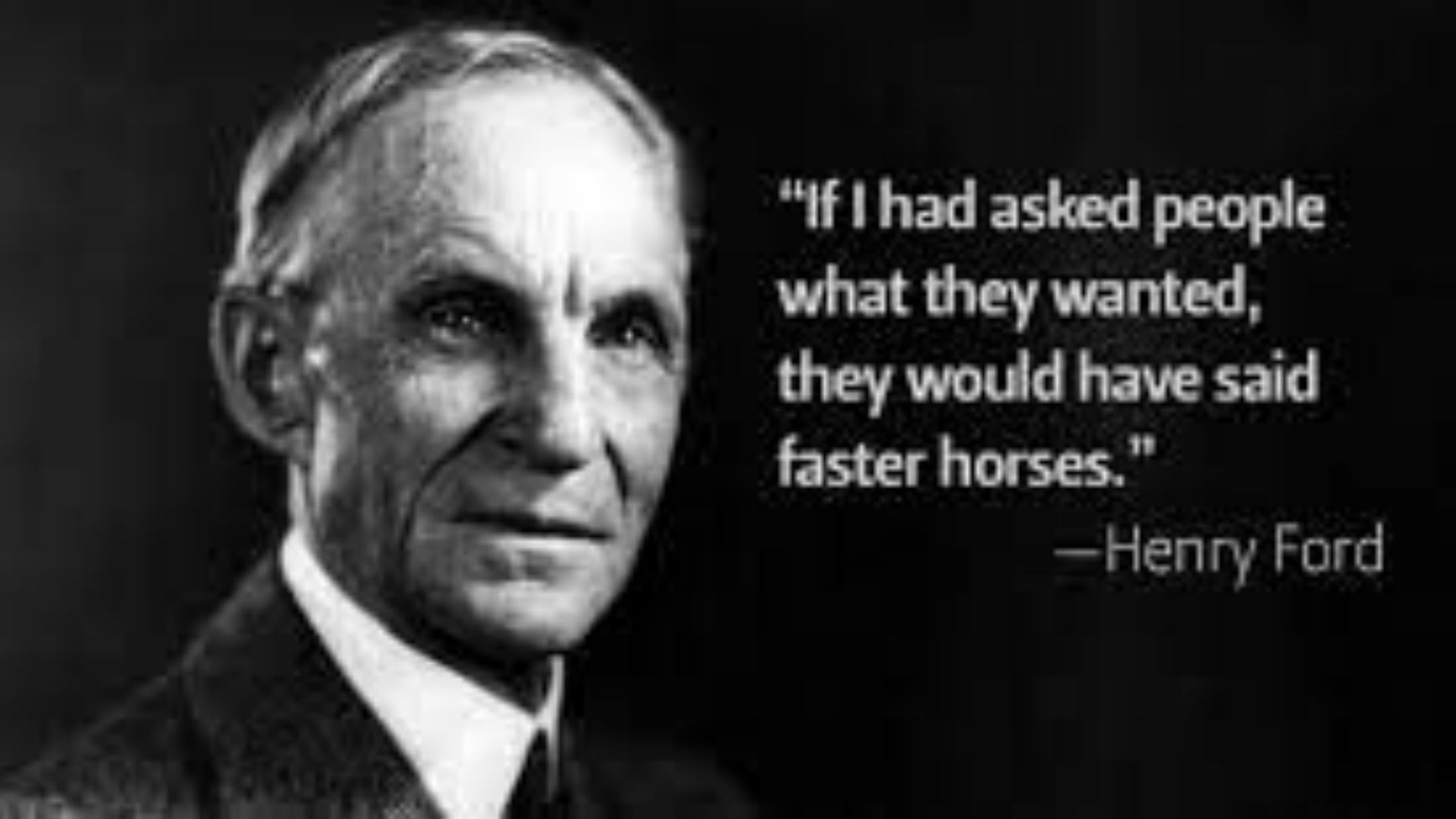
LONG-TERM (2–5 YEARS)

- **Fundamentally change** the way we interact with constituents, make laws, model policy, conduct oversight
- ...

LLMS IN THE CONGRESSIONAL WORKFLOW

A POTENTIAL TIERED APPROACH




"If I had asked people what they wanted, they would have said faster horses."
—Henry Ford

Public Input/ Deliberation

State Capacity

Data & Evidence

POLICY MODELING & METRICS

IMPLEMENTATION DISCRETION.
LEARNING, REFINEMENT

PRINCIPLES
Unalienable Rights

PUBLIC INPUT
Elections and Consultation

POLICY OPTIONS & METRICS
Lawmaking and Regulation

POLICY MODELING & ASSESSMENT
Options, Implementation, Refinement

FEDERATED DATA SYSTEM
Governmental
Commercial
Personal

OUTCOMES-DRIVEN LEGISLATION

UPDATING THE POLICYMAKING PROCESS FOR THE 21ST CENTURY

The Problem

Most discussions of declining governing capacity tend to focus on making a legacy process more effective and efficient, such as recruiting and retaining more qualified staff or upgrading paper-based processes, improving basic technology tools. But, in order for our laws to keep pace with a rapidly changing society, legislatures need more than just human expertise and new tools, they must fundamentally change how laws are written, implemented and evaluated.

The Solution

Outcomes-driven legislation (ODL) upends the traditional top-down policymaking process in which policymakers work with experts and governing agencies to identify problems and solutions and write laws directing agencies to implement those solutions. Instead, ODL challenges lawmakers to establish the goals or outcomes of a potential policy intervention, leaving wide latitude for innovative implementation to those charged with carrying out the policy (with a preference for local or community entities, where appropriate) in tandem with standardized, constantly updating metrics of program effectiveness that allow for ongoing oversight, information-sharing and program refinement. Furthermore, the localized implementation approach of an ODL process creates opportunities for innovative public engagement to inform program design and evaluation.

POPVOX FOUNDATION

Policy catalyst	**“What should be done?”**	**“What do we want to accomplish?”**
Problem identification	Industry/interest group-informed problem identification and solution shaping	Localized problem identification and solution-shaping
Policy design	Top-down policy design	Bottom-up policy design with local implementation discretion
Models and Metrics	Cost-benefit analysis at (pre-implementation) stage; sparse post-hoc analysis	Legislation sets overarching goals & requires/funds standardized reporting; agency identifies metrics
Public engagement	Notice and comment rulemaking requiring high level of awareness and expertise	Localized public engagement / co-creation
Implementation	Rules/spec-based process focused on “how” to implement	Outcomes/goals-based process allowing implementation discretion
Oversight	Oversight by report, political advocacy or journalism (usually years after implementation)	Constant (ideally real-time) metrics available to identify +/- outliers, best practices, or areas that need refinement
Public evaluation	Public opinion polls, constituents contact lawmakers if unhappy with program/policy	Structured public input (especially from impacted population) included in policy metrics
Political review	Policymakers receive input from interested parties, read news coverage, invite agency or local authorities to testify, and decide if the program met their own priorities	Standardized data shows which approaches were most successful in meeting outcomes identified in legislation and if program overall ultimately moved toward identified outcome

POLICY MODELING & METRICS

IMPLEMENTATION DISCRETION.
LEARNING, REFINEMENT

PRINCIPLES
Unalienable Rights

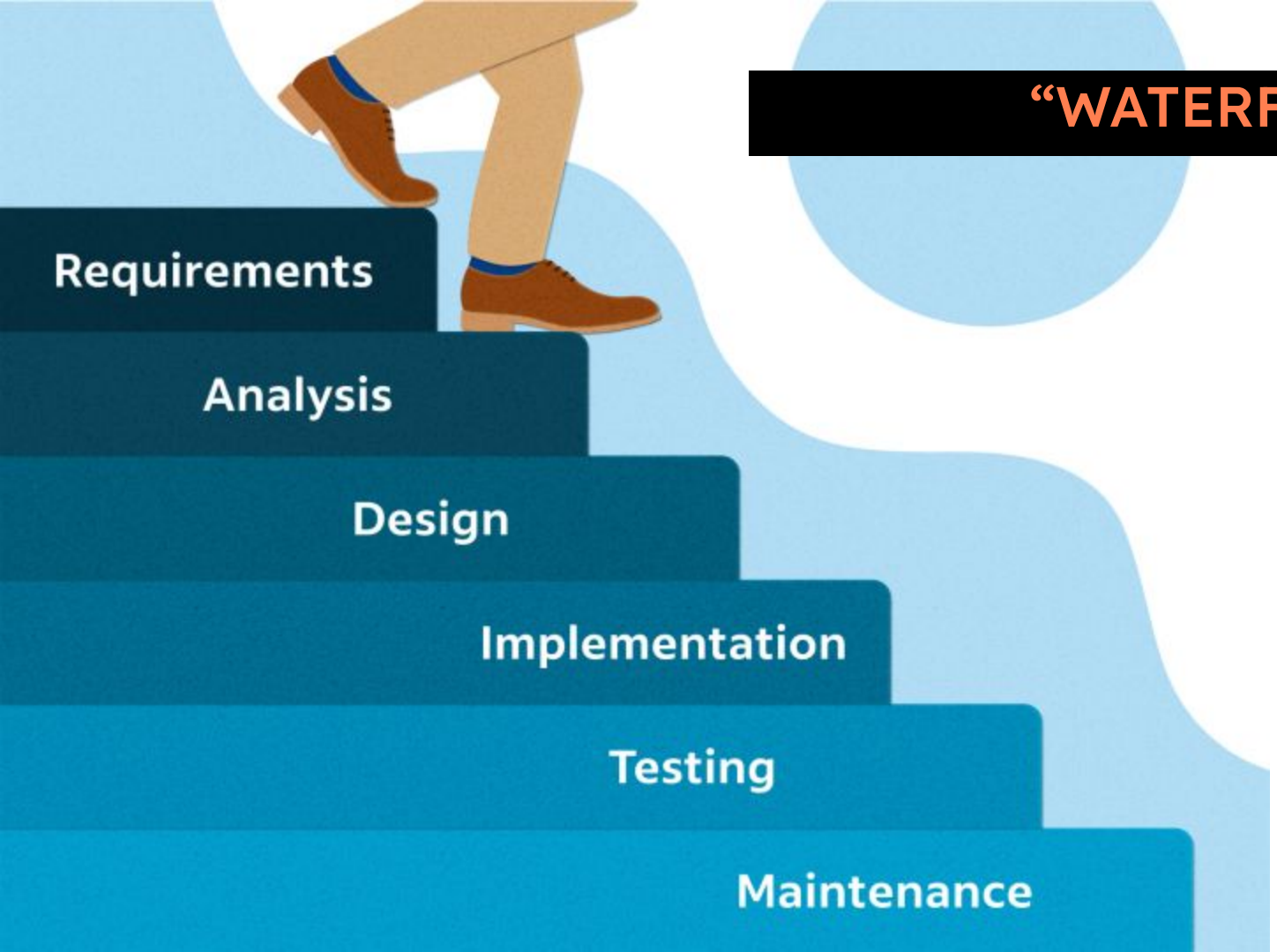
PUBLIC INPUT
Elections and Consultation

POLICY OPTIONS & METRICS
Lawmaking and Regulation

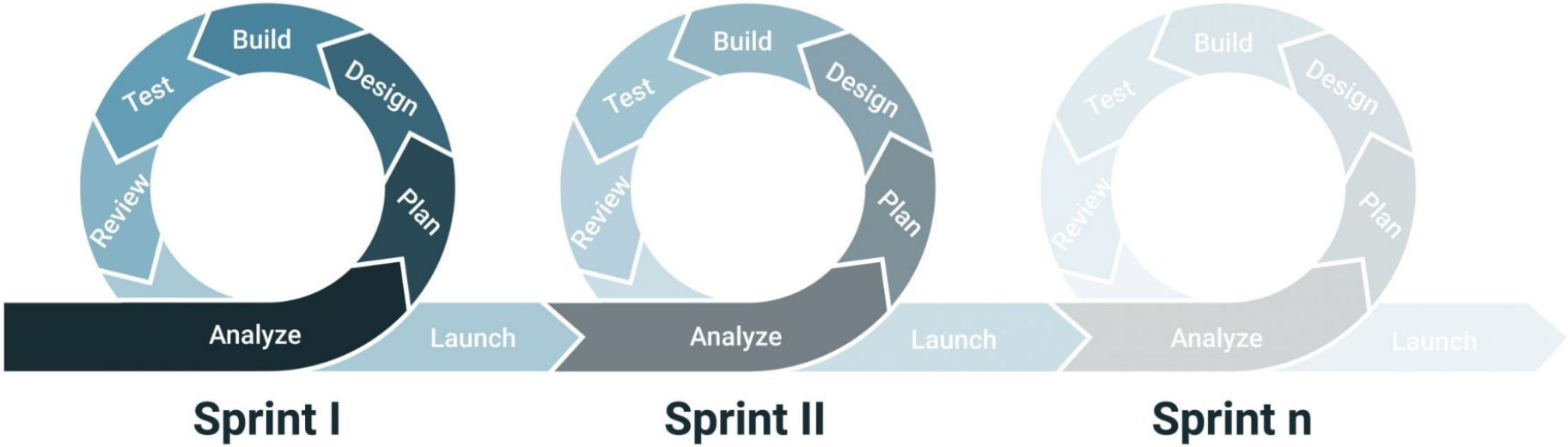
POLICY MODELING & ASSESSMENT
Options, Implementation, Refinement

FEDERATED DATA SYSTEM
Governmental
Commercial
Personal

“WATERFALL”


Requirements
Analysis
Design
Implementation
Testing
Maintenance

“AGILE”


Build
Design
Plan
Launch
Analyze
Review
Test
Sprint I
Sprint II
Sprint n

OUR WORK
CATALYZING THROUGH CONVERSATION & CONNECTION

- Establishing First Branch (Legislative) AI Cohort for quarterly off-the-record conversations among institutional staff, experts, stakeholders
- Hosting staff briefings to share information about how Congressional offices and agencies are using new tools
- Attending, sharing information in international fora and conferences: AI for Parliaments, hosting Comparative Legislative Strengthening Project (CLSP) working group conversations
- OSSL (Open Source Software for Legislatures): Building Digital Public Goods for legislative workflow

THANK YOU!

Please reach out:

Marci Harris
Executive Director
POPVOX Foundation
marci@popvox.org