



THE LEGAL SIGNIFICANCE OF MODERN INFORMATION AND COMMUNICATION TECHNOLOGIES IN THE NORM-MAKING PROCESS

Tashkent State Law University,

Master's degree in Public Administration Law

Ramazonov To'lqin Tolib o'g'li

e-mail: tolqinramazonov12@gmail.com

ABSTRACT. This article analyzes the legal significance, practical possibilities, and limits of modern information and communication technologies in the norm-making process. The main idea of the article is that digital tools, in the preparation of a draft normative legal act, its submission for public consultation, interagency coordination, legal review, official publication, and monitoring of implementation, are not merely a technical convenience but manifest themselves as an important institutional mechanism ensuring openness, legality, accountability, and legal quality. At the same time, the article substantiates that technological solutions can be effective only when they are harmonized with the requirements of human oversight, legal review, and protection of personal data.

Keywords: norm-making, ICT, electronic government, E-qaror, legal information.

In a modern state governed by the rule of law, norm-making is one of the most responsible areas of activity of public authority. This is because a normative legal act regulates important spheres of social life and directly affects the rights, freedoms, obligations, and legitimate interests of citizens and legal entities. Therefore, norm-making is not limited only to drafting text or adopting a document. It is a complex



legal process that includes identifying a problem, selecting a legal solution, developing a draft, coordinating it with interested subjects, public consultation, legal review, adoption, official publication, and monitoring of implementation.

The Law of the Republic of Uzbekistan "On Normative Legal Acts" provides that relations connected with the planning, initiation, preparation, review, coordination, adoption, publication, and organization of implementation of normative legal acts are regulated[1]. Therefore, norm-making is not the unilateral will of a state body, but an activity based on procedural rules, competence, and legal responsibility established by law.

In the current conditions of digital transformation, the introduction of information and communication technologies into this process is significantly changing the form and substance of norm-making. Whereas previously paper-based document circulation, closed departmental discussions, and limited information exchange prevailed, today electronic platforms, open data, online consultations, automated coordination systems, and digital legal information databases are becoming an integral part of the law-making process. In this regard, ICT should be assessed not as an auxiliary technical tool in norm-making, but as an institutional mechanism that ensures legal quality, openness, accountability, and efficiency.

The main essence of digitalization in norm-making does not end with transferring a paper document into electronic form. Genuine digital norm-making means conducting the entire life cycle of a document - from initiation to official publication and implementation monitoring - in a single, consistent, and verifiable electronic environment. Such an approach leaves a clear digital trace of the stage at which a draft document stands, which body reviewed it, what proposals were made, and what legal decision was ultimately adopted. As a result, arbitrariness in the



norm-making process decreases, while procedural discipline and responsibility increase.

One of the most important advantages of ICT is the expansion of public participation. According to the Law "On Normative Legal Acts", the developer places the draft normative legal act on the portal for the discussion of draft normative legal acts for public consultation, and the consultation period must be at least fifteen days from the date of its placement on the portal[1]. This rule does not leave the draft within the framework of departmental discussion alone. On the contrary, it creates an opportunity for citizens, entrepreneurs, experts, non-governmental non-profit organizations, and the academic community to participate in the formation of normative decisions.

Electronic public consultation strengthens the deliberative model of democracy. This is because interested persons can submit proposals remotely, demonstrate the impact of the document on real life, and propose alternative solutions. However, the existence of a consultation portal does not automatically guarantee its effectiveness. The important issue is how the submitted proposals are considered, whether reasoned responses are provided to them, and whether legal grounds are indicated in relation to rejected proposals. If proposals are merely registered and their impact on the final text is not explained, public consultation may become a mere formality. For this reason, it is advisable to maintain an open table for each significant proposal indicating the status of "accepted", "partially accepted", or "rejected", together with a brief legal justification.

The requirement of openness is not limited to public consultation. The Law "On Openness of the Activities of State Authorities and Administration Bodies" is aimed at regulating relations in the field of openness of the activities of state bodies[2]. Norm-making is the most important practical expression of this principle of



openness. This is because, after a normative legal act is adopted, it acquires generally binding significance. Accordingly, the process of preparing such a draft act must also be understandable, observable, and verifiable for citizens.

Interagency electronic coordination also directly affects the quality of norm-making. In practice, a draft normative legal act is reviewed by interested bodies, legal services, and, where necessary, expert institutions. An electronic coordination system makes it possible to determine when and to which body the draft document was sent, within what period it was reviewed, what proposal or objection was submitted, and on the basis of which version the final conclusion was issued. This strengthens interagency responsibility and requires a substantive legal assessment instead of formal replies stating that there are "no objections".

The use of ICT in legal review is of particular importance. With the help of electronic legal databases, it becomes easier to identify references, duplicate provisions, outdated concepts, conflicts, and rules that contradict current legislation in the text of a draft. Such a possibility cannot replace the conclusion of a legal expert, but it improves its quality. This is because the expert must assess the draft text not only from a grammatical or technical perspective, but also from the standpoint of competence, the subject matter of regulation, legal consequences, implementation mechanisms, and constitutional principles.

The introduction of the "E-qaror" electronic system in local norm-making clearly demonstrates the legal significance of digital procedures. The procedure approved by Resolution No. 390 of the Cabinet of Ministers dated June 22, 2021 establishes the procedure for developing, coordinating, adopting, registering, and publishing draft acts of local state authorities through the "E-qaror" electronic system[7]. This system serves as an important guarantee regarding the legality of local decisions, their reliance on a legal basis, and their openness to the public.



An important aspect of the "E-qaror" system is that, in certain cases, a digital procedure becomes a procedural condition affecting the legal force of a document. If a decision of a local state authority is adopted by bypassing the established electronic system, such a situation may adversely affect the legality of the document. In this sense, ICT in local norm-making is not merely a convenient electronic tool, but manifests itself as a necessary legal stage of formalizing, coordinating, and publishing a document.

Digital technologies also play an important role in the process of regulatory impact assessment. The Law "On Normative Legal Acts" defines regulatory impact assessment as a set of measures aimed at identifying the possible consequences of a draft normative legal act[1]. With the help of ICT, it is possible to assess in advance, on the basis of statistical data, open databases, judicial and administrative practice, citizens' appeals, and business registers, what costs, risks, or social impacts may arise if the draft is adopted.

International experience also confirms the importance of digital data and an analytical approach in norm-making. The European Commission's "Better Regulation" Guidelines and Toolbox identify problem definition, impact assessment, stakeholder consultation, proportionality, and evidence-based decision-making as separate instruments [8]. This approach is also important for Uzbekistan. This is because high-quality norm-making means not merely developing a document, but solving an existing problem through the most appropriate, least costly, and legally justified instrument.

The use of artificial intelligence and automated analytical tools creates new opportunities in norm-making. They can be useful in grouping proposals received from the public, identifying repetitive views, indicating internal inconsistencies in the text of a document, or checking legal references. The report published by the



Organisation for Economic Co-operation and Development in 2025 notes that artificial intelligence can expand opportunities for decision-making, improving services, and processing data in public administration, but may also create risks related to impartiality, transparency, and accountability[9]. Therefore, it is appropriate for AI not to become a subject that adopts normative decisions, but to be used as an auxiliary analytical tool managed by humans.

Digital norm-making cannot be imagined separately from the requirements of information security and protection of personal data. The Law "On Informatization" regulates relations in the field of informatization, information resources, and the use of information systems[4]. Public consultation, electronic signatures, user profiles, expert opinions, and electronic appeals may be related to personal data. The Law "On Personal Data" regulates relations connected with the processing and protection of such data[6]. Therefore, the procedures for collecting, storing, processing, publishing, and archiving data on norm-making platforms must rely on clear legal criteria.

Official publication and free access to legal information constitute the final, yet one of the most important, stages of norm-making. The legal significance of a normative legal act is not fully realized merely by its adoption. It must be understandable, easy to find, and available in its current version for citizens, entrepreneurs, and state bodies. The Law "On Dissemination of Legal Information and Ensuring Access to It" regulates relations in the field of disseminating legal information and ensuring access to it[5]. For example, Lex.uz and other official electronic sources expand the opportunity to become acquainted with the current version, amendments, and date of entry into force of normative legal acts.

At the same time, digital access must be equal for all citizens. Issues such as the level of Internet access, digital literacy, regional infrastructure, and interfaces



adapted for persons with disabilities must not be overlooked in norm-making. Otherwise, while electronic platforms create convenience for some groups, they may exclude other groups from legal information and public consultation.

Although Uzbekistan has achieved significant progress in digitalizing norm-making, there are also aspects that need improvement. First, in order to increase participation in public consultations, draft texts should be published together with simple and understandable explanations. Second, it is necessary to strengthen the procedure for providing mandatory reasoned responses regarding the results of consideration of proposals. Third, a continuous digital connection should be created between the draft, consultation, review, coordination, regulatory impact assessment, and the officially published text. Fourth, it is advisable to develop special methodological rules on the use of artificial intelligence concerning human oversight, responsibility for algorithmic errors, data quality, and explanation of results.

In conclusion, modern information and communication technologies are influencing all stages of the norm-making process. They serve to improve legal quality in draft development, public consultation, interagency coordination, legal review, regulatory impact assessment, official publication, and implementation monitoring. In particular, the "E-qaror" system, the portal for discussion of draft normative legal acts, and official legal information databases are strengthening the digital foundations of norm-making.

The main scientific position of this article is that ICT is a necessary tool for improving norm-making, but it cannot replace legal thinking, democratic deliberation, expert assessment, and human responsibility. Technology must serve norm-making; it must not turn into an independent force that governs it. Therefore, digital platforms serve the interests of a state governed by the rule of law only when



they are harmonized with the principles of competence, legality, openness, protection of personal data, and human oversight.

As a proposal, it is advisable to maintain a mandatory proposals table on the results of public consultation, monitor the entire life cycle of a draft normative legal act through a single digital trace, make broad use of open data and digital analytics in regulatory impact assessment, and develop special legal and methodological rules on the use of artificial intelligence. Only then will norm-making develop as a modern legal institution that is more efficient, open, effective, evidence-based, and serves the interests of citizens.

References:

1. Law of the Republic of Uzbekistan dated April 20, 2021 No. ZRU-682 "On Normative Legal Acts". // <https://lex.uz/docs/-5378966>
2. Law of the Republic of Uzbekistan dated May 5, 2014 No. ZRU-369 "On Openness of the Activities of State Authorities and Administration Bodies". // <https://lex.uz/docs/-2381133>
3. Law of the Republic of Uzbekistan dated December 9, 2015 No. ZRU-395 "On Electronic Government". // <https://lex.uz/docs/-2833860>
4. Law of the Republic of Uzbekistan dated December 11, 2003 No. 560-II "On Informatization". // <https://lex.uz/docs/-83472>
5. Law of the Republic of Uzbekistan dated September 7, 2017 No. ZRU-443 "On Dissemination of Legal Information and Ensuring Access to It". // <https://lex.uz/docs/-3329163>



6. Law of the Republic of Uzbekistan dated July 2, 2019 No. ZRU-547 "On Personal Data". // <https://lex.uz/docs/-4396419>

7. Resolution of the Cabinet of Ministers of the Republic of Uzbekistan dated June 22, 2021 No. 390. // <https://lex.uz/docs/-5470461>

8. European Commission. Better Regulation Guidelines and Toolbox. https://commission.europa.eu/law/law-making-process/better-regulation/better-regulation-guidelines-and-toolbox_en

9. OECD. Governing with Artificial Intelligence: The State of Play and Way Forward in Core Government Functions. OECD Publishing, 2025. https://www.oecd.org/en/publications/governing-with-artificial-intelligence_795de142-en.html