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Governance Readiness for Generative Artificial Intelligence in Public Administration: Institutional Capacity and Policy Challenges – A Review with Special Reference to Rajasthan State

सार्वजनिक प्रशासन में जनरेटिव कृत्रिम बुद्धिमत्ता हेतु प्रशासनिक तत्परता, संस्थागत क्षमता एवं नीतिगत चुनौतियाँ: राजस्थान राज्य के विशेष संदर्भ में एक समीक्षात्मक अध्ययन

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Abstract

Generative Artificial Intelligence (GenAI) is emerging as a significant technological force capable of transforming the functioning of public administration, including policy formulation, public service delivery, administrative communication, knowledge management, grievance redressal, research, documentation and decision-support systems. Unlike conventional digital technologies, generative AI can create new text, images, summaries, analytical outputs and other forms of content, thereby creating both opportunities for administrative efficiency and new challenges related to accuracy, accountability, privacy, bias, transparency and human oversight. The present review study examines governance readiness for Generative AI in public administration with special reference to Rajasthan State. The study adopts a qualitative narrative review approach and analyses policy documents, government sources, international frameworks and scholarly perspectives related to AI governance, institutional capacity and public-sector digital transformation. The review indicates that AI readiness cannot be assessed merely through technological infrastructure; it requires institutional capacity, skilled human resources, data governance, ethical safeguards,

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regulatory clarity, cybersecurity, financial capacity and mechanisms for accountability. Rajasthan has taken an important policy step through the Rajasthan AI/ML Policy 2026, which emphasizes responsible AI, public service delivery, capacity building, institutional mechanisms and a Centre of Excellence for AI. However, the effective implementation of Generative AI in public administration requires department-specific readiness assessment, employee training, data-quality improvement, human-in-the-loop mechanisms, algorithmic accountability and citizen-oriented safeguards. The paper proposes a multi-dimensional AI Governance Readiness Framework for Rajasthan consisting of technological, institutional, human-resource, legal-ethical, data, financial and citizen-centric dimensions. The study concludes that Generative AI should be viewed as an augmentation technology for public administration rather than a substitute for human administrative responsibility.

Keywords: Generative Artificial Intelligence, Public Administration, AI Governance, Institutional Capacity, Administrative Readiness, Rajasthan, Digital Governance, Responsible AI, Public Service Delivery, Policy Challenges.

1. Introduction

Artificial Intelligence (AI) has gradually moved from an emerging technological concept to an important component of contemporary governance and public administration. Governments across the world are exploring AI for improving service delivery, administrative efficiency, fraud detection, decision support, resource allocation and citizen engagement. The emergence of Generative Artificial Intelligence (GenAI) has expanded this transformation because generative systems can produce text, summaries, reports, translations, images, code and other forms of content in response to natural-language instructions.

The relevance of GenAI to public administration is particularly significant because government institutions are knowledge-intensive organizations. Public officials routinely prepare reports, circulars, policy notes, correspondence, meeting records, schemes, notices, analytical documents and responses to citizens. Generative AI can potentially support many of these activities and reduce routine administrative workload. At the same time, its use in government creates serious questions regarding the authenticity of information,

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confidentiality of government data, privacy, algorithmic bias, accountability and the possibility of erroneous or fabricated outputs.

The OECD's recent analysis of AI use across government functions indicates that governments are increasingly prioritising AI, but adoption remains fragmented and uneven. It also emphasizes that AI use in government can create operational, ethical, exclusion and resistance-related risks if trustworthy governance mechanisms and strong data foundations are absent.

For developing administrative systems such as those found in India, AI readiness is therefore not simply a question of purchasing software or providing access to AI tools. It involves the broader ability of institutions to understand, procure, deploy, monitor and govern AI systems responsibly.

This issue has acquired particular significance in Rajasthan. The Government of Rajasthan has introduced the Rajasthan AI/ML Policy 2026, which explicitly identifies responsible AI, public service delivery, institutional capacity building, skilling, governance mechanisms and AI innovation as important policy areas.

Consequently, the present paper examines whether public administration in Rajasthan possesses the institutional, technological, human-resource and policy capacity required for responsible adoption of Generative AI.

2. Conceptual Understanding of Generative Artificial Intelligence

Generative Artificial Intelligence refers to AI systems capable of producing new content based on patterns learned from large datasets. Such systems can generate natural-language text, summaries, translations, images, audio, video, computer code and other forms of synthetic content.

Generative AI differs from conventional rule-based administrative software because it does not merely execute predetermined instructions. It can interpret natural-language inputs and produce contextually relevant outputs. This characteristic makes it potentially useful for public officials who work with large volumes of unstructured information.

Potential public-administration applications include:

1. Drafting administrative correspondence.
2. Summarising government reports.
3. Preparing preliminary policy briefs.

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4. Translating government information into regional languages.
5. Developing citizen information material.
6. Supporting grievance classification.
7. Assisting officials in knowledge retrieval.
8. Preparing training material.
9. Analysing large volumes of textual feedback.
10. Supporting research and policy analysis.

However, generative AI may produce inaccurate or fabricated information, commonly described as hallucination. Therefore, administrative use cannot rely on AI-generated content without verification.

The NIST Generative AI Profile identifies the need to manage risks throughout the AI lifecycle and provides a framework for organizations to govern, map, measure and manage risks associated with generative AI.

3. Generative AI and Public Administration

Public administration is fundamentally concerned with the implementation of public policy and delivery of services to citizens. The introduction of GenAI has the potential to influence almost every stage of this process.

3.1 Administrative Efficiency

Government departments generate large quantities of documents. GenAI can assist officials in preparing first drafts, summarising documents and organising information. This may reduce time spent on repetitive tasks and allow officials to devote greater attention to complex administrative responsibilities.

3.2 Citizen-Centric Service Delivery

Generative AI can support multilingual chatbots and information systems through which citizens can obtain information regarding government schemes, procedures and documentation requirements.

In Rajasthan, where linguistic, geographical and socio-economic diversity is substantial, multilingual AI-based citizen assistance could potentially improve accessibility to public services.

3.3 Policy Analysis

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Policy formulation requires the examination of large amounts of information. GenAI can support officials in synthesising reports, identifying themes and generating preliminary analytical summaries.

However, such outputs should be considered decision-support material rather than final policy recommendations.

3.4 Knowledge Management

Government departments frequently face challenges in maintaining institutional memory because officers are transferred between departments and districts. AI-based knowledge systems could help organise government orders, policies, circulars, manuals and administrative precedents.

3.5 Human Resource Development

GenAI can support training and capacity building by creating customised learning materials, simulations, question banks and administrative case studies.

4. Governance Readiness: Concept and Dimensions

Governance readiness refers to the ability of an administrative institution to adopt and manage a technology while maintaining efficiency, legality, accountability, public trust and citizen welfare.

AI readiness should therefore be viewed as a multidimensional concept.

The central argument of this study is that technological readiness without institutional readiness may result in inefficient or risky adoption.

Table 1: Major Dimensions of AI Governance Readiness

Dimension	Major Requirement
Technological Readiness	Infrastructure, cloud/compute, connectivity and interoperable systems
Institutional Readiness	Leadership, coordination and AI governance structures
Human-Resource Readiness	AI literacy, technical skills and continuous training
Data Readiness	Quality, accessibility, security and governance of data
Legal-Ethical Readiness	Privacy, accountability, transparency and fairness
Financial Readiness	Sustainable funding and procurement capacity
Cybersecurity Readiness	Protection against misuse, attacks and data breaches
Citizen Readiness	Digital literacy, accessibility and grievance mechanisms
Monitoring Readiness	Auditing, evaluation, impact assessment and continuous review

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5. Institutional Capacity for Generative AI

Institutional capacity represents the ability of government organizations to perform their functions effectively and adapt to changing conditions.

For GenAI adoption, institutional capacity should include the following elements.

5.1 Leadership Capacity

Senior administrative leadership must understand both the opportunities and risks associated with AI. AI adoption should be connected to public-policy objectives rather than treated merely as a technology project.

5.2 Coordination Capacity

AI initiatives may involve multiple departments including Information Technology, Finance, Personnel, Education, Health, Home, Local Government and Planning. Therefore, interdepartmental coordination is essential.

The Rajasthan AI/ML Policy 2026 envisages institutional mechanisms and a Centre of Excellence for AI to support strategy, research, implementation, governance and capacity building.

5.3 Technical Capacity

Government departments require personnel who understand data, AI models, cybersecurity, procurement and system evaluation.

5.4 Administrative Capacity

Technology experts alone cannot ensure successful AI governance. Administrative officers must understand how AI interacts with existing rules, procedures, public accountability and citizen rights.

5.5 Ethical Capacity

Institutions should be able to identify discriminatory, unsafe, misleading or privacy-threatening AI applications.

UNESCO's AI ethics framework emphasizes transparency, explainability, accountability, human oversight, privacy, fairness and non-discrimination.

6. Policy and Regulatory Challenges

The adoption of GenAI in public administration creates several policy challenges.

6.1 Accuracy and Hallucination

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AI-generated information may appear authoritative even when it is factually incorrect. In government administration, inaccurate information can directly affect citizens.

Therefore, human verification should remain mandatory for high-impact administrative outputs.

6.2 Privacy and Data Protection

Government departments maintain sensitive information concerning citizens. Uploading such information into external AI systems without appropriate safeguards may create privacy and security risks.

6.3 Algorithmic Bias

AI systems can reproduce or amplify biases present in training data. Such bias could adversely affect vulnerable populations.

6.4 Transparency

Citizens may need to know when an AI system has significantly influenced an administrative decision.

UNESCO specifically emphasizes transparency, explainability and the ability of individuals to seek explanations where AI-assisted decisions affect their rights or freedoms.

6.5 Accountability

A central question is: Who is responsible when an AI-assisted administrative decision causes harm?

The answer should remain clearly attributable to the responsible public authority and human decision-maker rather than being transferred to the AI system.

6.6 Cyber security

Generative AI systems may introduce new security risks, including prompt manipulation, data leakage, malicious content generation and misuse of AI-enabled systems.

6.7 Procurement

Government procurement systems must evolve to address AI-specific requirements such as data ownership, model transparency, cyber security, auditability, vendor accountability and exit strategies.

7. Rajasthan as a Case Context

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Rajasthan provides an important case for examining AI readiness because the State combines a large geographical area, substantial rural population, diverse administrative requirements and an expanding digital-governance ecosystem.

The Government of Rajasthan has adopted the Rajasthan AI/ML Policy 2026. The policy identifies responsible, secure and inclusive AI adoption as a strategic direction and links AI with governance outcomes, public service delivery, institutional capacity and innovation.

The policy's responsible-AI principles include trustworthiness, safety, security, transparency, explainability, privacy, data governance, fairness, inclusivity, bias mitigation, human oversight and accountability.

The State has also established an AI-focused institutional ecosystem through its AI Rajasthan platform and proposed Centre of Excellence for AI. The CoE-AI is intended to support research, academic collaboration, ethical and regulatory guidance, use-case development, capacity building and monitoring.

This indicates that Rajasthan has moved beyond viewing AI exclusively as an IT issue and is increasingly treating it as a governance and development issue.

8. Potential Applications of Generative AI in Rajasthan Public Administration

The following areas represent potential applications rather than claims that all such applications are currently operational.

Table 2: Potential GenAI Applications

Administrative Area	Potential Application
Citizen Services	AI-based multilingual assistance
Education	Creation of training and educational material
Health Administration	Document summarisation and information support
Agriculture	Farmer information and scheme guidance
Rural Development	Scheme documentation and monitoring support
Revenue Administration	Document classification and information retrieval
Local Government	Citizen communication and grievance categorisation
Personnel Administration	Training, policy retrieval and administrative knowledge support
Police Administration	Information analysis and documentation support
Disaster Management	Rapid information synthesis and communication
Tourism	Multilingual information and visitor assistance
Policy Research	Literature and report summarisation

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The Rajasthan government's broader economic and governance planning has already identified AI and machine learning as technologies capable of supporting decision-making, resource allocation and service delivery.

9. Challenges Specific to Rajasthan

9.1 Digital Divide

AI-based services may disproportionately benefit digitally literate citizens unless alternative channels remain available.

9.2 Rural-Urban Difference

Urban departments may have greater access to infrastructure and skilled personnel than district and rural administrative institutions.

9.3 Language Diversity

AI systems need to function effectively in Hindi and other locally relevant linguistic contexts.

9.4 Data Quality

AI is highly dependent on the quality of data. Inconsistent, incomplete or outdated administrative databases can reduce the reliability of AI-generated outputs.

9.5 Human Resource Constraints

AI adoption requires continuous training. One-time workshops will not be sufficient because AI technologies evolve rapidly.

9.6 Institutional Resistance

Public officials may resist AI if they perceive it as a threat to employment, authority or established administrative processes.

Therefore, AI policy should emphasise augmentation rather than replacement.

9.7 Accountability Gap

If AI-generated recommendations are incorporated into administrative decisions without clear responsibility mechanisms, accountability may become ambiguous.

10. A Proposed AI Governance Readiness Framework for Rajasthan

Based on the review, this study proposes a Seven-Dimensional AI Governance Readiness Framework.

Figure 1: Proposed Framework

AI-Ready Public Administration

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→ Technological Capacity
→ Institutional Capacity
→ Human Resource Capacity
→ Data Governance
→ Legal & Ethical Governance
→ Financial & Procurement Capacity
→ Citizen-Centric Accountability

These dimensions should operate together rather than independently.

10.1 Technological Capacity

Departments should assess infrastructure, interoperability, cybersecurity and computing requirements before adopting AI.

10.2 Institutional Capacity

Each major department should identify AI responsibilities, governance mechanisms and senior-level accountability.

10.3 Human Resource Capacity

Government employees should receive differentiated training:

- Basic AI literacy for all employees.
- Applied AI training for administrative officers.
- Technical AI training for IT personnel.
- Advanced AI governance training for senior decision-makers.

10.4 Data Governance

AI systems should operate on reliable, appropriately governed datasets with defined access controls.

10.5 Legal and Ethical Governance

High-impact AI applications should undergo risk and impact assessment before deployment.

10.6 Financial and Procurement Capacity

AI procurement should consider total lifecycle costs rather than only initial software costs.

10.7 Citizen-Centric Accountability

Citizens should have access to human assistance, explanation and grievance-redressal mechanisms when AI substantially influences public services or decisions.

11. Human-in-the-Loop Governance

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One of the most important findings of this review is that AI should not replace human administrative responsibility.

The principle of Human-in-the-Loop Governance means that AI may assist in analysis, drafting, classification or recommendation, while final decisions remain subject to appropriate human review.

This is particularly important in:

- welfare eligibility,
- recruitment,
- disciplinary decisions,
- policing,
- taxation,
- land administration,
- health services,
- education admissions,
- social-security benefits.

UNESCO's AI ethics framework similarly stresses that AI systems should not displace ultimate human responsibility and accountability.

12. Policy Recommendations

Based on the review, the following recommendations are proposed for Rajasthan.

12.1 Department-Level AI Readiness Assessment

Each department should conduct a structured AI readiness audit covering technology, data, employees, finance, legal requirements and citizen impact.

12.2 State AI Governance Cell

A dedicated governance mechanism may coordinate AI adoption, standards, risk assessment, training and monitoring across departments.

12.3 AI Use-Case Registry

The State may maintain a central registry of AI applications used by government departments, including their purpose, responsible department, risk level and monitoring mechanism.

12.4 Risk-Based Classification

AI applications should be categorised as:

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Low Risk → Moderate Risk → High Risk → Prohibited/Restricted
High-impact applications should require stronger approval, audit and human oversight.

12.5 Government Employee AI Training

AI literacy should become part of continuous professional development for public officials.

12.6 AI Procurement Standards

Government contracts should include clauses relating to:

- Data protection
- Cybersecurity
- Audit rights
- Model performance
- Vendor accountability
- Data ownership
- Human oversight
- Incident reporting
- System termination and data deletion

12.7 Citizen AI Literacy

Citizens should be informed about AI-assisted services, their limitations and available grievance mechanisms.

12.8 Local-Language AI

Rajasthan should encourage AI systems capable of functioning effectively in Hindi and other relevant local linguistic contexts.

12.9 Independent Evaluation

High-impact AI systems should undergo periodic independent evaluation for accuracy, fairness, privacy, cybersecurity and social impact.

12.10 Continuous Policy Review

Because GenAI is rapidly evolving, AI governance policy should be adaptive rather than static.

13. Discussion

The review demonstrates that AI adoption in public administration is fundamentally an institutional transformation rather than merely a technological upgrade.

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The first major finding is that governance readiness is broader than technological readiness. A department may possess computers, connectivity and digital platforms but still lack the human, institutional and ethical capacity necessary to use AI responsibly.

The second finding is that institutional capacity is central to sustainable AI adoption. Without appropriate leadership, coordination, training and accountability, AI projects may remain isolated pilots rather than becoming integrated administrative capabilities.

The third finding is that data governance is a foundational requirement. Generative AI can only provide useful administrative support when the information environment is reliable and appropriately governed.

The fourth finding is that citizen trust should be treated as a core performance indicator. Public administration cannot evaluate AI only through cost reduction or processing speed. Accuracy, fairness, accessibility, transparency and public confidence must also be measured.

The fifth finding concerns the role of public servants. Rather than viewing GenAI as a mechanism for replacing administrative personnel, governments should use it to augment human capacity. AI can reduce routine work while public officials retain responsibility for judgement, ethics, discretion and accountability.

The OECD's review of government AI use supports this broader interpretation: governments are pursuing productivity, responsiveness and accountability benefits, but AI adoption remains uneven and every use case can involve risks if trustworthy governance is absent.

14. Limitations of the Study

This paper is a review-based study and does not present primary survey data from Rajasthan government employees or citizens. Therefore, the proposed governance-readiness framework should be treated as a conceptual framework requiring empirical validation.

Future research may undertake:

1. Surveys of Rajasthan administrative officers.
2. Interviews with IT and policy officials.
3. Department-wise AI readiness assessment.
4. District-level comparative analysis.
5. Citizen perception studies.
6. Cost-benefit analysis of AI adoption.
7. Evaluation of specific AI pilots.

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8. Comparative studies between Rajasthan and other Indian States.

15. Conclusion

Generative Artificial Intelligence has the potential to significantly transform public administration by improving administrative efficiency, knowledge management, citizen communication, policy research and service delivery. However, its successful adoption depends not merely on access to advanced AI tools but on the institutional readiness of government.

The Rajasthan AI/ML Policy 2026 represents an important policy foundation because it places responsible AI, public service delivery, capacity building, institutional mechanisms and ethical governance within the State's AI agenda.

The principal conclusion of this review is that AI-ready governance requires AI-ready institutions. Rajasthan's future AI strategy should therefore combine technological innovation with administrative capacity, employee training, data governance, cybersecurity, ethical safeguards, citizen participation and clear accountability.

Generative AI should be implemented according to the principle:

"AI-assisted administration, human-accountable governance."

In other words, AI may assist public servants in processing information, generating drafts and identifying patterns, but final administrative responsibility should remain with accountable human institutions and officials.

For Rajasthan, the long-term objective should not simply be to become an AI-enabled government but to develop a responsible, inclusive, transparent, secure and citizen-centric AI-enabled public administration.

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