

Translation



The following guide from China's internet and cybersecurity regulatory agency sets ground rules for the acceptable Chinese government use of AI models. The guide encourages central, provincial, and local government offices to use AI to speed up paperwork, improve the effectiveness of surveillance, and predict events such as market fluctuations and natural disasters. It also warns government agencies against adopting AI models willy-nilly, instead urging lower-level governments to use the same systems as their higher-ups. The guide does not specify how governments should choose AI models, nor does it recommend particular models or providers.

Title

Guidelines for the Deployment and Application of Artificial Intelligence Large Models in the Government Sector
政务领域人工智能大模型部署应用指引

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Guidelines for the Deployment and Application of Artificial Intelligence Large Models in the Government Sector

These *Guidelines* have been formulated in order to deeply and thoroughly implement the decisions and deployments of the Chinese Communist Party (CCP) and the State Council, regulate and guide the development and application of artificial intelligence (AI) large models in the government sector, and raise the levels of digitalized and intelligentized (智能化) governance and service in government affairs. These *Guidelines* are primarily intended to provide government departments at all levels with a work orientation and basic reference for the deployment and application

of AI large models. They will be dynamically adjusted based on progress in practice, taking into account new circumstances and new requirements for the development and application of AI large models.

I. Overall Requirements

Persist in taking Xi Jinping Thought on Socialism with Chinese Characteristics for a New Era as the guide, deeply and thoroughly implement the spirit of the 20th Party Congress and the Second and Third Plenums of the 20th Central Committee, and thoroughly implement General Secretary Xi Jinping's important thinking on building China into a cyber powerhouse.¹ We must completely and accurately implement the new concept of development (新发展理念), and do overall planning for high-quality development and a high level of security.² Persisting in systematic planning and intensive development, a people-centered approach and standardized application, joint construction and sharing and efficient coordination, security and prudence, and striving for real impact, we must, in an orderly fashion, advance the deployment, application, and continuous optimization of AI large model technologies, products, and services in the government sector; and we must fully leverage the advantages of AI large models in areas such as semantic understanding and reasoning, multimodal content generation, and knowledge integration and analysis, so as to provide effective assistance to government staff and convenient services to the public, and promote innovation-based development in government affairs, thereby enhancing governance efficiency, optimizing service management, and assisting scientific decision-making.

II. Application Scenarios

Government departments may select among typical scenarios to conduct exploratory application of AI large models, in accordance with local conditions and actual circumstances, focusing on common and high-frequency requirements in work such as government services, social governance, government office activities, and decision support. The main reference scenarios include the following:

a) Government Services

¹ Translator's note: Alternate English translations for the Chinese term wǎngluò qiángguó (网络强国)—here translated as "cyber powerhouse"—include "cyber superpower," "network powerhouse," "network superpower," and so on. For a more thorough discussion in English of the meaning of the term wǎngluò qiángguó, see:

<https://www.newamerica.org/cybersecurity-initiative/digichina/blog/lexicon-wangluo-qiangguo/>.

² Translator's note: The Chinese word 安全 encompasses the meanings of both "safety" (protection from accidental harm) and "security" (protection from deliberate harm). In this translation, it is variously translated as "safety," "security," or "safety and security" at the translator's discretion.

1. **Intelligent question answering.** Integrating regional, departmental, and sector-specific operational resources and knowledge bases, use natural language understanding, retrieval-augmented generation, and knowledge graph technologies to provide convenient online government consultation services, strengthen accurate comprehension of inquiries from the public, and generate reference replies in real time, thereby helping to resolve the public's concerns and increase information accessibility.
2. **Assistance with paperwork.** Integrating data such as government service guides, frequently asked questions, user evaluations, and historical handling records, use technologies such as intelligent matching and automated processing to provide one-stop AI-assisted government services including smart guidance, personalized navigation, form pre-filling, AI-assisted review, progress tracking, and reminders, helping staff to efficiently review materials and supporting convenient handling for the public and enterprises.
3. **Readily available policy-related services.** Constructing a policy-related services knowledge base detailing policy requirements, policy annotations, push notification conditions, and policy incentive application and payout (申兑) processes, use algorithmic models that “find people for policies” or “find enterprises for policies” to strengthen analysis of requirements on the part of the public and enterprises, and achieve intelligent matching between policies and beneficiaries, thus advancing the proactive and precise delivery and one-stop handling of services designed to benefit people or enterprises.

b) Social Governance

4. **Intelligent inspection patrols.** Using equipment such as drones, video surveillance, and smart sensors, and technologies such as computer vision, carry out real-time analysis of monitoring footage, imagery, and Internet of Things data to assist personnel in continuously monitoring infrastructure such as buildings, roads, fuel gas, bridges, water supply, drainage, heating, and utility tunnel networks, enhancing monitoring and inspection efficiency by promptly identifying anomalous behavior, environmental issues, or facility malfunctions, automatically detecting potential risks, promptly issuing alerts, and providing recommendations on how to respond based on the nature of the anomalies and their severity.
5. **Assisted law enforcement and supervision.** Employing technologies such as speech recognition, video analysis, knowledge graphs, and logical inference, help law enforcement personnel log case data into the system in real time, conduct penetrative discovery of problems and clues, generate case reports, rapidly retrieve legal bases and judicial interpretations, and query similar precedents, then provide

targeted case handling recommendations, thereby increasing the efficiency and standardization of law enforcement and supervision.

6. **Market risk prediction.** Employing methods such as generative time series analysis models and anomaly detection algorithms, perform monitoring and in-depth analysis of various kinds of market data, capture market trends including economic indicator fluctuations and abnormal conditions, predict potential market risks, assess their impact on the economy and society and the trajectory of the economy, and issue timely warnings, thereby providing support for government management and social governance.

c) Government Office Activities

7. **Assisted document drafting.** By building local knowledge bases and preset templates, use the generative capabilities of large language models (LLMs) to provide staff members writing suggestions and assisted document drafting, together with checking, proofreading, and optimization of formats and content, thereby boosting work efficiency and easing the burdens on grassroots personnel.
8. **Information retrieval.** Employing technologies such as knowledge graph construction and information retrieval, accurately understand the document retrieval requirements of work staff, and enable rapid government information search, precise location, multidimensional sorting, intelligent association, and comparative analysis, thereby helping staff increase document retrieval efficiency and accuracy.
9. **Intelligent task assignment.** Employing natural language understanding and multimodal recognition technologies, establish multidimensional task classification and assignment rules and carry out automatic identification, accurate categorization, assisted completion, and priority ranking of incoming documents, calls, and work orders, achieving assisted distribution and intelligent order dispatching, thereby boosting task assignment efficiency.

d) Assisted Decision-Making

10. **Disaster early warning.** By performing big data correlation and comprehensive analysis on multi-source, multidimensional, and multimodal data from satellites, ground sensors, and geological monitoring stations, as well as from forecasting, early warning, and disaster risk surveys, identify abnormal fluctuations, predict potential natural disasters, and issue early warnings, thereby assisting government departments in promptly taking effective measures so as to mitigate disaster risks and reduce losses.

11. **Emergency response.** Employing reinforcement learning and other technologies, analyze the nature, characteristics, severity, scope, impact, trends in, and public reactions to, public safety emergencies and other sudden incidents, promptly identify and warn of potential risks, rapidly simulate the effectiveness of emergency response plans based on incident scenarios and resource distributions, provide scientifically sound emergency response recommendations, and optimize the allocation of rescue resources, so as to boost emergency response speed and efficiency.
12. **Policy assessment.** Using the inference analysis and data mining capabilities of AI large models, analyze public feedback, market reactions, economic indicators, and the level of satisfaction in society, and construct multidimensional metrics to assess the degree to which policy objectives have been achieved, as well as their impact and potential problems, thus supporting policy-making departments in carrying out policy optimization.
13. **AI-assisted review.** Utilizing capabilities such as self-learning generalization and recognition, human-like review and reasoning, and multimodal intelligent analysis, conduct project reviews against relevant requirements, perform deep scanning and intelligent parsing of project documentation, and provide review opinions and suggestions, helping to increase the efficiency and scientific nature (科学性) of project reviews.

III. Standardized Deployment

Taking into account work circumstances and scenario characteristics, government departments shall fully demonstrate the application requirements, implementation pathways, and functional designs of AI large models, choose suitable deployment modes, do overall planning for implementation, and promote joint construction and shared benefits, thereby increasing the efficiency of large model construction and management.

a) Rationally Select Implementation Pathways

Government departments shall carefully choose pathways for implementing AI large models based on their existing technological foundations and the requirements of different government affairs scenarios. For more generally applicable scenarios with abundant data resources, such as intelligent question answering and assisted document drafting, only market-tested model products and services that have been filed (备案) with cyberspace administrative departments should be adopted. For more specialized scenarios with complex operational logic, such as assisted law enforcement and supervision and market risk prediction, domain expert knowledge and specialized

data may be utilized to conduct targeted training and build vertical models. On the precondition of ensuring security and preventing leaks of state secrets, work secrets, and sensitive information, internet computing power (compute) and model resources should be used to deploy and apply AI large models in the government sector. Exploration of innovative applications in government affairs, such as AI agents and embodied AI, is encouraged.

b) Do Overall Planning for Intensive Deployment

Government departments shall use coordinated and centralized approaches to deploy AI large models in the field of government affairs. Leveraging the “East-West Compute Transfer” initiative³ and the National Integrated Compute Network (全国一体化算力网), they should advance the layout of intelligent compute infrastructure in a coordinated manner, and implement centralized and unified safety and security management and systematic technical safeguards to prevent safety and security risks due to "fragmentation" (“碎片化”). Provinces (including autonomous regions and province-level municipalities), as well as departments of Central Committee and state organs with the necessary preconditions, may centrally deploy intelligent compute resources and AI large models, and provide AI large model services to subordinate units or regions under their jurisdiction within an e-government external network environment. Prefecture-level governments shall carry out deployment and application under the unified requirements of their province (or autonomous region, or province-level municipality). County-level and lower-level governments should, in principle, use the same intelligent compute and model resources used by the higher-level government with jurisdiction over them to launch applications and services, and not independently build and deploy government large models.

c) Explore and Achieve Unified Management of Reuse

Government departments shall explore establishing a centralized deployment mode of “establishment in one jurisdiction, reuse by multiple jurisdictions and departments,” and coordinate the deployment and application of government large models, preventing the formation of “model silos.” Provinces (or autonomous regions, or province-level municipalities) shall establish unified service platforms for government AI large models, and integrate the building of such platforms with government cloud management platforms, government application and component management platforms, etc., bringing under centralized management the resources

³ Translator's note: "East-West Compute Transfer" (“东数西算” ; literally, "eastern data, western compute") refers to an initiative to build computing power in western China, where land and electricity are relatively cheap, in support of data centers located along China's densely populated and developed east coast.

within their regions such as intelligent compute on e-government external networks, government large models, and government datasets. This will enable the forming of a “unified ledger” (“一本帐”) of factor of production (要素) resources, support the operation and monitoring of government large models, provide resource use application and scheduling services, and promote efficient shared use. The main industrial oversight departments (行业主管部门) at the national level must explore unified training and construction of vertical large models for niche government domains based on operational requirements and development needs, strengthen deployment coordination with provinces (and autonomous regions and province-level municipalities), and so deepen cross-level and cross-regional empowerment of industrial sectors through intelligentization. Vertically managed departments⁴ shall reinforce overall coordinated deployment and management of resources such as models, compute, and data to prevent resource wastage.

d) Continuously Strengthen Data Foundations

Government departments shall: Strengthen governance of government data, continuously improve data quality, and accelerate the construction of high-quality government affairs datasets and knowledge bases that objectively reflect public policies, institutional norms, operational processes, and governance effectiveness, thereby supporting the optimization and training of government large models. Implement categorized and graded (分类分级) management of data involved in government large models, strengthen oversight of training data, fine-tuning data, and knowledge bases, establish ledgers, and keep detailed records of information including the source, type, and amount of data, ensuring that data are reliable and traceable, and content is accurate and effective. Leveraging mechanisms for coordinating government data sharing, do overall planning of data governance outcomes, and advance the joint construction and sharing of high-quality government datasets, as well as the aggregation and governance of generated data. Explore large model-based pathways for the governance of government affairs knowledge, build trustworthy knowledge bases, and ensure the authoritativeness, accuracy, and timeliness of data sources.

IV. Operational Management

Government departments shall strengthen the operational management of AI

⁴ Translator's note: A "vertically managed department" (垂直管理部门) is a branch or outpost of a Chinese government department that is forward-deployed to a lower administrative level and reports upward (vertically) to its parent organization rather than to the government at the administrative level that it operates at (horizontally). An example would be a unit of a provincial taxation bureau that is located in and operates in a county under that province's jurisdiction, and reports up to the provincial taxation bureau, rather than the typical Chinese practice of reporting to the county government.

large models in the government sector, improve management systems, modes of operation, and security and safety requirements, and advance the deployment and application of AI large model technologies, products, and services in government affairs in an orderly fashion.

a) Define Application Management Requirements

Government departments shall do overall planning for burden reduction and empowerment efforts, and strictly implement relevant requirements such as *Certain Provisions on Rectifying Formalism to Reduce the Burden on Grassroots Levels* (《整治形式主义为基层减负若干规定》) and *Certain Opinions on Preventing and Controlling “Formalism at the Fingertips”* (《关于防治“指尖上的形式主义”的若干意见》). To effectively guard against “digital formalism,” they shall avoid: Blind pursuit of technological leadership or conceptual innovation; redundant or ineffective construction; constructing without prior review or constructing without performing post-construction management; forced or ineffective usage; and redundant data collection or repeated requests. The deployment and application of AI large models in the government sector by Central Committee and state organs shall be integrated into overall national planning for government affairs informatization (信息化). Government departments shall establish and improve a full-cycle management system covering the deployment and application of AI large models in the government sector, define application methods and boundaries, implement the “supportive” (“辅助型”) positioning of AI large models, and promptly resolve new problems that arise during the deployment and application process. Risk warnings shall be prominently displayed on the application interfaces of government large models clearly informing users of the limitations of large model services, and the content output by large models shall be properly labeled. Content review systems and processes shall be strictly enforced for AI large model application scenarios in which government departments provide services to the public and enterprises, such as intelligent Q&A and assistance with paperwork. Taking into account scenario characteristics and technical capabilities, measures shall be reasonably adopted, including manual review, real-time risk control of generated content, and cross-verification across multiple models, in order to prevent risks such as model “hallucinations,” ensure output content does not go beyond the business scope, assure content accuracy, and safeguard the credibility of government departments.

b) Continuously Promote Iterative Optimization

Government departments shall: Prioritize continuous iterative optimization as a key component of AI large model deployment and application, and establish routine update mechanisms, in order to accelerate functional enhancements and deepen

scenario applications. Closely monitor technology development trends, and continuously update and optimize the foundation models and safety and security capabilities of AI large models in the government sector. Establish efficient data collection and processing mechanisms, update input data and knowledge bases supporting AI large model operations in a timely manner, carry out data cleaning and annotation as needed, and supplement training datasets, so as to continuously enhance model capabilities. Establish a user evaluation and feedback mechanism for AI large models in the government sector, collect and address user requirements in a timely manner, and use user feedback to drive iterative optimization.

c) Strengthen Safety and Security Management

Government departments shall implement a safety and security responsibility system, clarifying the safety and security duties and tasks of entities participating in data processing, large model training, and scenario applications, and properly conduct user identity verification and management of access controls. When providing AI large model services, government departments shall comply with the *Interim Measures for the Management of Generative Artificial Intelligence Services*⁵ and other relevant regulations, use data and foundational models from lawful sources, perform obligations such as algorithm filing and safety and security assessment in accordance with law, and sign service agreements with users specifying mutual rights and responsibilities. Government departments shall: Develop a categorized and graded governance system for AI large models in the government sector, improve safety and security management processes, and establish emergency response plans for safety and security risks that may arise. Properly conduct detection of and countermeasures for adversarial attacks on government large models, identifying and intercepting attacks such as prompt injection and resource exhaustion attacks. Strengthen content safety and security management for government large models by comprehensively utilizing semantic recognition, rule bases (规则库), and model algorithms to identify, analyze, and control multimodal content input and output; establish reasonable mechanisms for queries the model should answer or refuse to answer; and promptly discover and deal with illegal and harmful information, sensitive content, etc. Take advantage of the content review strengths of news media to properly review and approve training data for government large models, and strengthen content monitoring management. Properly implement log management (日志管理) for application operations, and regularly conduct audits of log records. Promote mechanisms for sharing security threat information and handling emergencies, handle and report safety

⁵ Translator's note: An English translation of the *Interim Measures for the Management of Generative Artificial Intelligence Services* is available online at: <https://www.chinalawtranslate.com/en/generative-ai-interim/>.

and security incidents according to regulations, and improve AI safety and security risk management capabilities.

d) Strictly Implement Secrecy Protection (保密) Requirements

Government departments shall strengthen data security, data secrecy protection, and personal information protection during model training, deployment, and application processes. Adhering to a bottom-line mindset (底线思维), they shall strictly implement secrecy protection discipline requirements such as “classified information shall not be put online, and what is online shall not contain classified information,” and implement measures such as installing secrecy protection “guardrails,” in order to prevent state secrets, work secrets, and sensitive information from being input into unclassified AI large models, and to guard against the risk of leaks caused by the aggregation and correlation of sensitive data. Secrecy protection management systems for AI large model applications in the government sector shall be formulated and improved, with end-to-end secrecy protection management, from AI large model selection and deployment to training, use, and decommissioning. The application of AI large models in classified information systems shall be advanced steadily and in accordance with the requirements of the national-level secrecy protection administrative department.

V. Assurance Measures

a) Strengthen Organization and Implementation

We should strengthen overall planning and coordination, and, in a prudent and orderly fashion, promote the standardized application of AI large models in government services, social governance, government office activities, and assisted decision-making. Accelerate the construction of a system of national standards for, and the formulation of key standards for, AI large models in the government sector, defining work specifications for application effectiveness evaluation, system technical requirements, and intelligent technology application, to help ensure that deployed applications yield tangible results. Summarize results in a timely manner and promote typical scenarios and innovative applications of AI large models in the government sector, in order to encourage broader use and increase efficiency. Strengthen funding support for AI large model deployment and application in the government sector, introduce market competition mechanisms for products and services, and explore operational approaches where enterprises build and operate systems, governments purchase services, and fees are settled based on usage circumstances, thereby creating an efficient and sustainable ecosystem for government large models.

b) Carry out Monitoring and Evaluation

Establish a comprehensive monitoring and evaluation system for the entire process of AI large model deployment and application in the government sector, and conduct assessment as needed. Establish a safety and security evaluation mechanism for government large models, conduct thorough pre-launch testing and validation of model algorithms, generated content, application functions, configuration environments, the data associated with the model (挂接数据), and vulnerability risks, and where problems and potential hazards are discovered, carry out rectification and improve defenses. Strengthen real-time monitoring and analysis of the operational status, response times, accuracy, security, and potential risks of AI large model systems in the government sector, so as to promptly discover problems and take effective measures to resolve them. Properly conduct performance evaluations of AI large model applications, summarize experience in a timely manner, and continuously iterate and optimize, to promote the attainment of tangible results from deployment and application.

c) Conduct Effective Training and Propaganda

Develop a training curriculum covering AI large model theory, technology, applications, safety and security, ethics, and the industry, and carry out AI literacy and skills training, in order to enhance leading cadres' understanding of AI and increase the application abilities of staff members. Conduct propaganda and education for the public to raise national digital literacy, actively respond to users' concerns, correctly guide society's understanding and expectations regarding the intended user groups, scenarios, and purposes of AI large models in the government sector, and objectively communicate the role of AI large models in terms of optimizing government services, meeting the needs of the public and enterprises, and enhancing social governance.