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Date: March 12, 2025

To: Chairman Jeff Leach and the Members of the House Committee on Judiciary & Civil Jurisprudence

CC: Rep. Ann Johnson, Rep. Harold V. Dutton, Jr., Rep. Paul A. Dyson, Rep. Lulu Flores, Rep. Jessica González, Rep. Richard Hayes, Rep. Marc LaHood, Rep. Brooks Landgraf, Rep. Joe Moody, Rep. Mike Schofield

*Via hand delivery and by email.*

**From: Ilana Beller and Adrian Shelley, Public Citizen, [ashelley@citizen.org](mailto:ashelley@citizen.org), 512-477-1155**

**Re: HB 581, explicit deepfakes – Public Citizen testimony in support**

Dear Chairman Leach and Members of the Committee:

On behalf of our approximately 30,000 members in Texas, Public Citizen encourages the House Committee on Judiciary & Civil Jurisprudence to advance HB 581, a legislative proposal regulating intimate deepfakes of children. Deepfakes are fabricated content (videos, images, or audio) created with the use of generative artificial intelligence (A.I.) that depict a person saying or doing things that they never actually said or did in real life. An intimate deepfake is a fabricated depiction of an individual nude and/or engaging in sexual acts.

There has been an exponential rise in the circulation of intimate deepfakes in recent years. In 2023, there were over 95,000 deepfake videos circulated online.<sup>1</sup> Deepfake fraud worldwide has increased by more than 10 times from 2022 to 2023.<sup>2</sup> Currently, 98 percent of all deepfakes circulated online are intimate deepfakes.<sup>3</sup>

The vast majority (99%) of those victimized by intimate deepfakes are women and girls. A study in Britain found that 99.6% of intimate images of children created through artificial intelligence were of girls. That same study found that over half of all intimate deepfakes on a dark web were of children.<sup>4</sup> A study conducted by the Center for Democracy and Technology found that 15% of students were aware of at least one intimate deepfake of someone associated with their school. The CDT estimates that this is approximately 2.3 million out of the 15.3 million total public high school students in the US.<sup>5</sup>

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<sup>1</sup> Home Security Heroes. (n.d.). 2023 State of Deepfakes: Realities, Threats, and Impact. Retrieved from Home Security Heroes: <https://www.homesecurityheroes.com/state-of-deepfakes/>.

<sup>2</sup> Cruz, B. (2024, September 26). 2024 Deepfakes Guide and Statistics. Retrieved from Security.org: <https://www.security.org/resources/deepfake-statistics/>.

<sup>3</sup> Home Security Heroes. (n.d.). 2023 State of Deepfakes: Realities, Threats, and Impact. Retrieved from Home Security Heroes: <https://www.homesecurityheroes.com/state-of-deepfakes/>.

<sup>4</sup> Internet Watch Foundation. (2023, October). How AI is being abused to create child sexual abuse imagery. Retrieved from the Internet Watch Foundation: [https://www.iwf.org.uk/media/q4zll2ya/iwf-ai-csam-report\\_public-oct23v1.pdf](https://www.iwf.org.uk/media/q4zll2ya/iwf-ai-csam-report_public-oct23v1.pdf).

<sup>5</sup> Williams, K. (2024, October 10). Minors Are On the Frontlines of the Sexual Deepfake Epidemic — Here's Why That's a Problem. Retrieved from: Tech Policy Press: <https://www.techpolicy.press/minors-are-on-the-frontlines-of-the-sexual-deepfake-epidemic-heres-why-thats-a-problem/>.



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Intimate deepfakes cause serious harm to innocent children.<sup>6</sup> Victims report experiencing significant emotional consequences and trauma,<sup>7</sup> as well as damage to their reputation and career. In October 2023, more than 30 teen girls at a high school in New Jersey were violated when A.I. generated intimate images of them were circulated around their school.<sup>8</sup> These girls reported feeling humiliated, exposed, and traumatized. Unfortunately, this is not just a singular incident. Cases of middle and high schoolers being victimized by intimate deepfakes have been reported in schools all across the country including schools in Texas, California, Washington.<sup>9</sup>

This is an international issue as well. As of February 2025, at least 25 arrests were made of individuals producing child sexual abuse content generated by artificial intelligence. These arrests involved law enforcement agencies from the EU, Australia, Britain, Canada, and New Zealand. The European police agency cited the lack of national legislation as making it difficult for investigators to address these crimes.

Recent advances in the realm of A.I. have made it such that tools needed to create deepfakes are now widely accessible. It only takes a few dollars and a few minutes to create a deepfake.<sup>10</sup> Meanwhile, the quality of deepfake technology is improving rapidly, making it harder for the average person to detect a deepfake. A study conducted by the Institute of Electrical and Electronics Engineers found that even four years ago, that more than 75% of the time, people could not correctly identify good quality deepfake videos.<sup>11</sup> This problem continues to grow exponentially as technology quickly advances.

Without regulation, anyone can fall victim to this traumatizing form of exploitation. New legislation like HB 581, which regulates the circulation of intimate deepfakes, is critical to protecting innocent children.

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<sup>6</sup> Nelson, H. (2024, February 7). Taylor Swift and the Dangers of Deepfake Pornography. Retrieved from National Sexual Violence Resource Center:

<https://www.nsvrc.org/blogs/feminism/taylor-swift-and-dangers-deepfake-pornography>.

<sup>7</sup> Nickert, J. (2023, November 13). The Damage Caused by Deepfake Porn. Retrieved from HealthNews:

<https://healthnews.com/mental-health/anxiety-depression/the-damage-caused-by-deepfake-porn/>.

<sup>8</sup> Blanco, A. (2023, November 3) Teen boys at New Jersey school accused of creating AI deepfake nudes of female classmates. Retrieved from Independent UK:

<https://www.independent.co.uk/news/deepfake-nude-westfield-high-school-nj-b2440793.html>.

<sup>9</sup> Williams, K. (2024, October 10). Minors Are On the Frontlines of the Sexual Deepfake Epidemic — Here's Why That's a Problem. Retrieved from: Tech Policy Press:

<https://www.techpolicy.press/minors-are-on-the-frontlines-of-the-sexual-deepfake-epidemic-heres-why-thats-a-problem/>.

<sup>10</sup> Bond, S. (2023, March 23). It takes a few dollars and 8 minutes to create a deepfake. And that's only the start. Retrieved from NPR:

<https://www.npr.org/2023/03/23/1165146797/it-takes-a-few-dollars-and-8-minutes-to-create-a-deepfake-and-thats-only-the-start>.

<sup>11</sup> Korshunov, P. & Marcel, S. (2021, June 11). Subjective and Objective Evaluation of Deepfake Videos.

Retrieved from the Institute of Electrical and Electronics Engineers:

<https://ieeexplore.ieee.org/document/9414258>.