

The Florida Senate
BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Committee on Fiscal Policy

BILL: CS/CS/CS/SB 1180

INTRODUCER: Fiscal Policy Committee; Appropriations Committee on Criminal and Civil Justice,
Criminal Justice Committee; and Senator Gaetz

SUBJECT: Sexual Images

DATE: April 24, 2025

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Parker</u>	<u>Stokes</u>	<u>CJ</u>	<u>Fav/CS</u>
2.	<u>Atchley</u>	<u>Harkness</u>	<u>ACJ</u>	<u>Fav/CS</u>
3.	<u>Parker</u>	<u>Siples</u>	<u>FP</u>	<u>Fav/CS</u>

Please see Section IX. for Additional Information:

COMMITTEE SUBSTITUTE - Substantial Changes

I. Summary:

CS/CS/CS/SB 1180 provides guidance on proving actual or lewd exhibition and prohibits generation or possession of certain images.

The bill creates s. 800.045, F.S., to provide offenses regarding lewd or lascivious images and defines the terms “identifiable minor,” “intentionally view,” “lewd or lascivious image,” and “promote”.

The bill provides that it is a second degree felony for any person to possess with the intent to promote any photograph, motion picture, exhibition, show, representation, or other presentation which, in whole or in part includes a lewd or lascivious image. The bill provides an exception for any material solicited, possessed, controlled, or intentionally viewed as part of a law enforcement investigation.

It also provides that it is third degree felony for any person to knowingly solicit, possess, control, or intentionally view a photograph, motion picture, exhibition, show, representation, image, data, computer depiction, or other presentation, in whole or in part, which he or she knows to include a lewd or lascivious image. The solicitation, possession, control, or intentional viewing of each such photograph, motion picture, exhibition, show, image, data, computer depiction, representation, or presentation is a separate offense. If such photograph, motion picture, exhibition, show, representation, image, data, computer depiction, or other presentation includes

a lewd or lascivious image depicting more than one minor, each such minor in each such photograph, motion picture, exhibition, show, representation, image, data, computer depiction, or other presentation who is knowingly solicited, possessed, controlled, or intentionally viewed is a separate offense.

The bill provides that this provision does not apply to a provider of an interactive computer service as defined in 47 U.S.C. s. 230(f)¹ which uses artificial intelligence as defined in 15 U.S.C. s. 9401(3)², unless the provider of an interactive computer service exists primarily to create images prohibited by this statute.

The bill amends s. 827.071, F.S., to provide that the term “actual or simulated lewd exhibition of the genitals” may be evidenced by the overall content of an image, taking into account the age of the minor depicted and including, but not limited to, whether:

- The focal point of the image is on the minor’s genitalia;
- The setting of the image is sexually suggestive or in a place or pose generally associated with sexual conduct;
- The minor is depicted in an unnatural pose, or in inappropriate attire, considering the age of the minor;
- The image suggests sexual coyness or a willingness to engage in sexual conduct; or
- The image is intended or designed to elicit a sexual response in the viewer.

The bill creates s. 827.073, F.S., to create offenses related to an altered sexual depiction of a minor and to define the terms “altered sexual depiction,” “generate,” “visual depiction,” “identifiable minor,” “intentionally view,” and “promote.”

The bill provides that it is a third degree felony for a person to:

- Knowingly possess, control, or intentionally view a visual depiction that, in whole or in part, he or she knows includes an altered sexual depiction of an identifiable minor.
- Intentionally generate an altered sexual depiction of a minor.
- Solicit an altered sexual depiction of a minor.

The bill also provides that it is a second degree felony for a person who willfully and intentionally promotes an altered sexual depiction of an identifiable minor, and who knows or reasonably should have known that such visual depiction was an altered sexual depiction of an identifiable minor.

The bill amends s. 836.13, F.S., to define the term “generate.”

¹ 47 U.S.C. Section 230(f), provides that “Interactive computer service” means any information service, system, or access software provider that provides or enables computer access by multiple users to a computer server, including specifically a service or system that provides access to the internet and such systems operated or services offered by libraries or educational institutions.

² 15 U.S.C. Section 9401(3), provides that “Artificial intelligence” means a machine-based system that can, for a given set of human-defined objectives, make predictions, recommendations or decisions influencing real or virtual environments. Artificial intelligence systems use machine and human-based inputs to (a) perceive real and virtual environments; (b) abstract such perceptions into models through analysis in an automated manner; and (c) use model inference to formulate options for information or action.

The bill provides that it is a third degree felony for a person to:

- Intentionally generate any altered sexual depiction of an identifiable person, without the consent of the identifiable person.
- Solicit an altered sexual depiction of an identifiable person, without the consent of the identifiable person, and who knows or reasonably should have known that such visual depiction was an altered sexual depiction.

The bill authorizes a person who is portrayed in an altered sexual depiction without his or her consent to initiate a civil cause of action against a person who willfully generates such an altered sexual depiction to obtain appropriate relief to prevent or remedy the generation of such a depiction, including:

- Injunctive relief;
- Monetary damages to include \$10,000 or actual damages incurred; and
- Reasonable attorney fees and costs.

A provider of an interactive computer service as defined in s. 47 U.S.C. section 230(f) of an interactive computer service as defined in 47 U.S.C. section 230(f) which uses artificial intelligence as defined in s. 15 U.S.C. section 9401(3), unless the provider of an interactive computer service exists primarily to create images prohibited by this statute.

The bill amends 921.0022, F.S., to provide penalties for specified offenses regarding sexual images and related acts in the Offense Severity Ranking Chart (OSRC) of the Criminal Punishment Code.

The bill may have a positive indeterminate fiscal impact (unquantifiable increase in prison beds) on the Department of Corrections. See Section V., Fiscal Impact Statement.

The bill takes effect October 1, 2025.

II. Present Situation:

Altered Sexual Depictions

Nonconsensual altered sexual depictions are distinguishable from consensual pornography as the person being depicted has not given his or her consent and did not actually engage in the sexual behavior he or she is depicted as doing. Such depictions may exploit the depicted person for other's gratification and may cause emotional and reputational harm stemming from subsequent uses of the depiction and society's response to the person depicted.³

³ Mathew B. Kugler and Carly Pace, *Deepfake Privacy: Attitudes and Regulation*, *Northwestern University Law Review*, 2021 Vol 116:611, p. 624-25, <https://scholarlycommons.law.northwestern.edu/cgi/viewcontent.cgi?article=1476&context=nulr> (last visited March 19, 2025).

Section 836.13, F.S., defines “Altered sexual depiction” to mean any visual depiction that, as a result of any type of digital, electronic, mechanical, or other modification, alteration, or adaptation, depicts a realistic version of an identifiable person:⁴

- With the nude body parts of another person as the nude body parts of the identifiable person;
- With computer-generated nude body parts as the nude body parts of the identifiable person; or
- Engaging in sexual conduct as defined in s. 847.001, F.S.,⁵ in which the identifiable person did not engage.

A person who willfully and maliciously promotes any altered sexual depiction of an identifiable person, without the consent of the identifiable person, and who knows or reasonably should have known that such visual depiction was an altered sexual depiction, commits a third degree felony.⁶

The presence of a disclaimer within an altered sexual depiction which notifies a viewer that the person or persons depicted did not consent to or participate in the creation or promotion of the material, or that the person or persons depicted did not actually perform the actions portrayed, is not a defense and does not relieve a person of criminal liability under this section.⁷

A person who is portrayed in such an altered sexual depiction without his or her consent may initiate a civil cause of action against a person who willfully and maliciously promoted such depiction and may obtain appropriate relief to prevent or remedy the promotion, including:

- Injunctive relief.
- Monetary damages to include \$10,000 or actual damages incurred.
- Reasonable attorney fees and costs.⁸

Child Pornography

The law prohibits any person to knowingly produce, distribute, receive, or possess with intent to transfer or distribute material that appears to depict minors engaged in sexually explicit conduct and is deemed obscene.⁹

Miller v. California established the test for determining obscenity, now known as the *Miller*¹⁰ test, which outlines three criteria for material to be considered obscene. The three-prong test requires the trier of fact to consider the following factors to determine if something is obscene:

⁴ Section 836.13(1)(b), F.S., defines “Identifiable person” to mean a person who is recognizable as an actual person by the person’s face, likeness, or other distinguishing characteristic, such as a unique birthmark, or other recognizable feature.

⁵ Section 847.001(19), F.S., defines “Sexual conduct” to mean actual or simulated sexual intercourse, deviate sexual intercourse, sexual bestiality, masturbation, or sadomasochistic abuse; actual or simulated lewd exhibition of the genitals; actual physical contact with a person’s clothed or unclothed genitals, pubic area, buttocks, or, if such person is a female, breast with the intent to arouse or gratify the sexual desire of either party; or any act or conduct which constitutes sexual battery or simulates that sexual battery is being or will be committed. A mother’s breastfeeding of her baby does not under any circumstance constitute “sexual conduct.”

⁶ A third degree felony is punishable by a term of imprisonment up to 5 years and a \$5,000 fine as provided in ss. 775.082, 775.083, and 775.084, F.S.

⁷ Section 836.13(4), F.S.

⁸ Section 836.13(5), F.S.

⁹ 18 U.S.C.A. s. 1466A. (2003).

¹⁰ *Miller v. California*, 413 U.S. 15, 24 (1973).

- Whether “the average person, applying contemporary community standards” would find that the work, taken as a whole, appeals to the prurient interest;
- Whether the work depicts or describes, in a patently offensive way, sexual conduct specifically defined by the applicable state law; and
- Whether the work, taken as a whole, lacks serious literary, artistic, political, or scientific value.¹¹

The test for determining whether matter involving minors is obscene is a slightly lower threshold than the Miller test. Material involving minors can be considered obscene if:

- It depicts an image that is, or appears to be a minor engaged in graphic bestiality, sadistic or masochistic abuse, or sexual intercourse; and
- The image lacks serious literary, artistic, political, or scientific value.¹²

The Court tends to grant greater protections to minors, routinely upholding state statutes that penalize those who possess or disseminate obscene material relating to minors. In *New York v. Ferber*, the defendant was convicted for distributing material that depicted a sexual performance by a minor under the age of 16 in violation of a state law that prohibited persons from knowingly promoting material that depicted such a performance.¹³ In *Ferber*, the Court held that the statute at issue did not violate the First Amendment, explaining that the states have a compelling interest, and thus are granted more leeway, in regulating pornographic depictions of children.¹⁴ The Court reasoned that such material bears so heavily on the welfare of children engaged in its production that a balance of compelling interests are struck and, therefore, these materials are not afforded the protections of the First Amendment.¹⁵

Present law defines child pornography to mean:

- Any image depicting a minor engaged in sexual conduct; or
- Any image that has been created, altered, adapted, or modified by electronic, mechanical, or other means, to portray an identifiable minor engaged in sexual conduct.¹⁶

Sexual performance means, a person is guilty of the use of a child in a sexual performance if, knowing the character and content thereof, he or she employs, authorizes, or induces a child to engage in a sexual performance or, being a parent, legal guardian, or custodian of such child, consents to the participation by such child in a sexual performance. A person who violates this offense commits a second degree felony.^{17,18}

¹¹ *Id.*

¹² *Id.*

¹³ *New York v. Ferber*, 458 U.S. 747 (1982).

¹⁴ *Ferber*, 458 U.S. at 756.

¹⁵ *Id.* at 747-48.

¹⁶ Section 827.071(1)(b), F.S.

¹⁷ Section 827.071(2), F.S.

¹⁸ A second degree felony is punishable by a term of imprisonment not exceeding 15 years and a fine up to \$10,000, as provided in ss. 775.082, 775.083, and 775.084, F.S.

A person is guilty of promoting a sexual performance by a child when, knowing the character and content thereof, he or she produces, directs, or promotes any performance which includes sexual conduct by a child.¹⁹ A person who violates this offense commits a second degree felony.

It is unlawful for any person to possess with the intent to promote²⁰ any photograph, motion picture, exhibition, show, representation, or other presentation which, in whole or in part, includes child pornography. The possession of three or more copies of such photograph, motion picture, representation, or presentation is prima facie evidence of an intent to promote. A person who violates this offense commits a second degree felony.

This provision does not apply to any material possessed, controlled, or intentionally viewed as part of a law enforcement investigation.

Courts have determined what criteria may be used in determining what is lewd exhibition of the genitals. In *State v. Hubbs*,²¹ the critical issue for the court to determine was whether the state proved the defendant knew photographs taken of a 14-year-old girl included “actual lewd exhibition of the genitals” by a child and were “lewd” in nature. To prove an “actual lewd exhibition of the genitals” by a child, the State will be required to prove the defendant knew the photographs of the child were “lewd” in nature.²² The Second District has specifically held that “the lewdness requirement may be satisfied by the intent of the person promoting the performance which included sexual conduct by the child.”²³ The *Brabson* court also noted that lewdness may be evaluated based on the test in *U.S. v. Dost*. The court held that a trier of fact should consider the *Dost* factors in making a determination whether the exhibition of the child's genitals in the photographs was lewd in nature.²⁴

In *U.S. v. Dost*,²⁵ the court opined that a determination of whether there was lascivious exhibition should be made on a case-by-case basis using general principles as a guide for analysis.

The court held that a trier of fact should look at the following factors, among any others that may be relevant in a particular case, when determining whether a visual depiction of a minor constitutes lascivious exhibition of the genitals or pubic area:

- Whether the focal point of the visual depiction is on the child's genitalia or pubic area;
- Whether the setting of the visual depiction is sexually suggestive, i.e., in a place or pose generally associated with sexual activity;
- Whether the child is depicted in an unnatural pose, or in inappropriate attire, considering the age of the child;
- Whether the child is fully or partially clothed or nude;

¹⁹ Section 827.071(3), F.S.

²⁰ Section 836.13(4), F.S., defines “Promote” to mean to issue, sell, give, provide, lend, mail, deliver, transfer, transmit, transmute, publish, distribute, circulate, disseminate, present, exhibit, send, post, share, or advertise or to offer or agree to do the same.

²¹ *State v. Hubbs*, 377 So.3d 1162 (Fla. 4th DCA 2023).

²² Section § 827.071(1)(h), (5)(a), Fla. Stat. (2019).

²³ *State v. Brabson*, 7 So.3d 1119, 1122 (Fla. 2d DCA 2008).

²⁴ *Hubbs*, at 1168.

²⁵ *U.S. v. Dost*, 636 F. Supp. 828 (S.D. California 1986).

- Whether the visual depiction suggests sexual coyness or a willingness to engage in sexual activity;
- Whether the visual depiction is intended or designed to elicit a sexual response in the viewer.

The court asserted that a visual depiction need not involve all of the above-listed factors to constitute lascivious exhibition of the genitals or pubic area, but rather that, a determination should be made based on the overall content of the visual depiction, taking into account the age of the minor.²⁶

Offense Severity Ranking Chart

Felony offenses which are subject to the Criminal Punishment Code²⁷ are listed in a single OSRC, which uses 10 offense levels to rank felonies from least severe to most severe. Each felony offense listed in the OSRC is assigned a level according to the severity of the offense.^{28,29}

A person's primary offense, any other current offenses, and prior convictions are scored using the points designated for the offense severity level of each offense. The final score calculation, following the scoresheet formula, determines the lowest permissible sentence that a trial court may impose, absent a valid reason for departure.³⁰

III. Effect of Proposed Changes:

Section 1 creates s. 800.045, F.S., to define the following terms:

- “Identifiable minor” means a person:
 - Who is younger than 16 years of age at the time the lewd or lascivious image was created, altered, adapted, or modified, or whose image was used in the creating, altering, adapting, or modifying of the lewd or lascivious image; and
 - Who is recognizable as an actual person by the person's face, likeness, or any distinguishing characteristic, such as a unique birthmark, or any recognizable feature.
 - The term may not be construed to require proof of the actual identity of the identifiable minor.
- “Intentionally view” means to deliberately, purposefully, and voluntarily view. Proof of intentional viewing requires establishing more than a single image, motion picture, exhibition, show, image, data, computer depiction, representation, or other presentation over any period of time.³¹
- “Lewd or lascivious image” means:

²⁶ *Dost*, 636 F. Supp. At 832.

²⁷ All felony offenses, with the exception of capital felonies, committed on or after October 1, 1998, are subject to the Criminal Punishment Code.

²⁸ Section 921.0022, F.S.

²⁹ Section 921.0022(2), F.S.

³⁰ Section 921.0024(2), F.S., provides that if a person scores more than 44 points, the lowest permissible sentence is a specified term of months in state prison, determined by a formula. If a person scores 44 points or fewer, the court may impose a nonprison sanction, such as a county jail sentence, probation, or community control.

³¹ Section 827.071(1)(f), F.S.

- Any image depicting lewd or lascivious exhibition in violation of s. 800.04(7), F.S.,³²; or
- Any image that has been created, altered, adapted, or modified by electronic, mechanical, or other means to portray lewd or lascivious exhibition in violation of s. 800.04(7), F.S., committed in the presence of an identifiable minor.

The bill creates offenses related to lewd or lascivious images, to provide that:

- It is a second degree felony for any person to possess with the intent to promote any photograph, motion picture, exhibition, exhibition, show, representation, or other presentation which, in whole or in part, includes a lewd or lascivious image. The possession of three or more copies of such photograph, motion picture, representation, or presentation is prima facie evidence of an intent to promote. This paragraph does not apply to any material solicited, possessed, controlled, or intentionally viewed as part of a law enforcement investigation.
- It is a third degree felony for any person to knowingly solicit, possess, control, or intentionally view a photograph, motion picture, exhibition, show, representation, image, data, computer depiction, or other presentation, in whole or in part, which he or she knows to include a lewd or lascivious image. The solicitation, possession, control, or intentional viewing of each such photograph, motion picture, exhibition, show, image, data, computer depiction, representation, or presentation is a separate offense. If such photograph, motion picture, exhibition, show, representation, image, data, computer depiction, or other presentation includes a lewd or lascivious image depicting more than one minor, each such minor in each such photograph, motion picture, exhibition, show, representation, image, data, computer depiction, or other presentation who is knowingly solicited, possessed, controlled, or intentionally viewed is a separate offense.

Prosecution of a person for an offense under this section does not preclude prosecution of that person in this state for a violation of any other law of this state, including a law providing for greater penalties than prescribed in this section or any other crime punishing the sexual performance or the sexual exploitation of children.

The bill provides that the prohibitions of this statute does not apply to a provider of an interactive computer service as defined in 47 U.S.C. section 230(f) which uses artificial intelligence as defined in 15 U.S.C. section 9401(3), unless the provider of an interactive computer service exists primarily to create images prohibited by this statute.

Section 2 amends s. 827.071, F.S., to provide that the term “actual or simulated lewd exhibition of the genitals” may be evidenced by the overall content of an image, taking into account the age of the minor depicted and including, but not limited to, whether:

- The focal point of the image is on the minor’s genitals;
- The setting of the image is sexually suggestive or in a place or pose generally associated with sexual conduct;

³² Section 800.04(7), F.S., Lewd or Lascivious Exhibition means a person who intentionally masturbates; intentionally exposes the genitals in a lewd or lascivious manner; or intentionally commits any other sexual act that does not involve actual physical or sexual contact with the victim, including, but not limited to sadomasochistic abuse, sexual bestiality, or the simulation of any act involving sexual activity in the presence of a victim who is less than 16 years of age.

- The minor is depicted in an unnatural pose, or in inappropriate attire, considering the age of the minor;
- The image suggests sexual coyness or a willingness to engage in sexual conduct; or
- The image is intended or designed to elicit a sexual response in the viewer.

Section 3 creates s. 827.073, F.S., to define the terms:

- “Altered sexual depiction” to mean any visual depiction that, as a result of any type of digital, electronic, mechanical, or other modification, alteration, or adaptation, depicts a realistic version of an identifiable person:
 - With the nude body parts of another person as the nude body parts of the identifiable person;
 - With computer-generated nude body parts as the nude body parts of the identifiable person; or
 - Engaging in sexual conduct as defined in s. 847.001, F.S., in which the identifiable person did not engage.³³
- “Generate” to mean to create, alter, adapt, or modify any image by electronic, mechanical, or other computer-generated means to portray an identifiable person or to offer or agree to do the same.
- “Visual depiction” includes, but is not limited to, a photograph, picture, image, motion picture, film, video, or other visual representation.³⁴
- “Identifiable minor” to mean a person:
 - Who was a minor at the time the image was created, altered, adapted, or modified, or whose image as a minor was used in the creating, altering, adapting, or modifying of the image;³⁵ and
 - Who is recognizable as an actual person by the person’s face, likeness, or other distinguishing characteristic, such as a unique birthmark, or other recognizable feature.³⁶
 - The term may not be construed to require proof of the actual identity of the identifiable minor.
- “Intentionally view” to mean to deliberately, purposefully, and voluntarily view. Proof of intentional viewing requires establishing more than a single image, motion picture, exhibition, show, image, data, computer depiction, representation, or other presentation over any period of time.³⁷
- “Promote” to mean to procure, manufacture, issue, sell, give, provide, lend, mail, deliver, transfer, transmit, transmute, publish, distribute, circulate, disseminate, present, exhibit, send, post, share, or advertise or to offer or agree to do the same.³⁸
- “Possess” to mean to knowingly or intentionally keep, control, maintain, store, or own, physically or electronically, any altered sexual depiction of an identifiable person, without the consent of the identifiable person.

³³ Section 836.13(1)(a), F.S.

³⁴ Section 836.13(1)(e), F.S.

³⁵ Section 827.071(1)(e)1., F.S.

³⁶ Section 827.071(1)(e)2., F.S.

³⁷ Section 827.071(1)(f), F.S.

³⁸ Section 827.071(1)(h), F.S.

The bill provides that it is a third degree felony for a person to knowingly possess, control, or intentionally view a visual depiction that, in whole or in part, he or she knows includes an altered sexual depiction of an identifiable minor. The possession or control of three or more copies of such visual depiction is prima facie evidence of an intent to promote. The possession, control, or intentional viewing of each visual depiction is a separate offense.

A person who intentionally generates an altered sexual depiction of a minor commits a third degree felony.

A person who solicits any altered sexual depiction of an identifiable minor, and who knows or reasonably should have known that such visual depiction was an altered sexual depiction commits a third degree felony.

A person who willfully and intentionally promotes an altered sexual depiction of an identifiable minor, and who knows or reasonably should have known that such visual depiction was an altered sexual depiction of an identifiable minor commits a second degree felony.

Prosecution of a person for an offense under this section does not preclude prosecution of that person in this state for a violation of any other law of this state, including a law providing for greater penalties than prescribed in this section or any other crime punishing the sexual performance or the sexual exploitation of children.

The bill provides civil remedies for an aggrieved person against a person who violates the above provision.

Section 4 amends s. 836.13, F.S., to be renamed to altered sexual depictions and to define the term “generate” to mean to create, alter, adapt, or modify any image by electronic, mechanical, or other computer-generated means to portray an identifiable person or to offer or agree to do the same.

A person who willfully and maliciously promotes, or possesses with intent to promote, any altered sexual depiction of an identifiable person, without the consent of the identifiable person, and who knows or reasonably should have known that such visual depiction was an altered sexual depiction, commits a third degree felony.

A person who intentionally generates any altered sexual depiction of an identifiable person, without the consent of the identifiable person, commits a third degree felony.

A person who solicits any altered sexual depiction of an identifiable person without the consent of the identifiable person, and who knows or reasonably should have known that such visual depiction was an altered sexual depiction commits a third degree felony.

The bill authorizes a person who is portrayed in an altered sexual depiction without his or her consent to initiate a civil cause of action against a person who willfully generates such an altered sexual depiction to obtain appropriate relief to prevent or remedy the generation of such a depiction, including:

- Injunctive relief.
- Monetary damages to include \$10,000 or actual damages incurred.
- Reasonable attorney fees and costs.

A provider of an interactive computer service as defined in s. 47 U.S.C. section 230(f) of an interactive computer service as defined in 47 U.S.C. section 230(f) which uses artificial intelligence as defined in s. 15 U.S.C. section 9401(3), unless the provider of an interactive computer service exists primarily to create images prohibited by this statute.

Section 5 amends s. 921.0022, F.S., to rank the following offenses:

- Soliciting an altered sexual depiction of an identifiable person without consent is ranked a Level 2 on the OSRC.
- Person who generates an altered sexual depiction of an identifiable person without consent is a Level 3 on the OSRC.
- Possession, control, or intentionally viewing an altered sexual depiction of an identifiable minor is ranked a Level 6 on the OSRC.
- Generating an altered sexual depiction of an identifiable minor without consent is ranked a Level 7 on the OSRC.
- Solicitation of an altered sexual depiction of an identifiable minor is ranked a Level 6 on the OSRC.
- Promotion of an altered sexual depiction of an identifiable minor is ranked a Level 7 on the OSRC.

The bill takes effect October 1, 2025.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

The bill does not appear to require cities and counties to expend funds or limit their authority to raise revenue or receive state-shared revenues as specified by Article VII, s. 18, of the State Constitution.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

The First Amendment of the U.S. Constitution states that, “Congress shall make no law ... abridging the freedom of speech...” This language prohibits the government from having the ability to constrain the speech of citizens. However, materials that constitute child pornography, obscenity, or material harmful to minors may be restricted. Child pornography, obscenity, and material harmful to minors have been defined in ch. 847, F.S., and are consistent with federal law and the United States Supreme Court holdings regarding such laws.

The bill makes the simple creation or possession of an altered sexual depiction a crime. This may be subject to challenges under the First Amendment. Additionally, the bill criminalizes images that depict a person engaged in specified sexual behavior in front of a minor under the age of 16, even if the image was created, altered, etc. Therefore, there is no requirement that such a sex act occurred in front of a minor, only that the image portrays such an act occurring in front of a minor.

Additionally, the bill makes a computer-generated image of a nude child a crime, which may subject the bill to First Amendment challenges. It is not unlawful to possess or view an image of a nude child, unless such depiction constitutes child pornography. If the bill passes, a depiction that has not been altered, adapted, etc., of a nude child who is not engaging in sexual conduct, will be legal to possess; however possession of an image that has been altered, adapted, etc., will be unlawful.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

The Legislature’s Office of Economic and Demographic Research (EDR) and the Criminal Justice Impact Conference, which provides the final, official estimate of the prison bed impact, if any, of legislation, has provided a preliminary estimate that the bill may have a positive indeterminate prison bed impact on the Department of Corrections (DOC). According to EDR:

[The bill] adds two Level 3, 3rd degree felonies to the language. Currently, a Level 3, 3rd degree felony exists for “a person who willfully and maliciously promotes any altered sexual depiction of an identifiable person, without the consent of the identifiable person, and who knows or reasonably should have known that such visual depiction was an altered sexual depiction.” The first of the new felonies involves “a person who willfully and maliciously generates any altered sexual depiction of an

identifiable person, without the consent of the identifiable person, and who knows or reasonably should have known that such visual depiction was an altered sexual depiction.” The second of the new felonies involves “a person who willfully and maliciously possesses any altered sexual depiction of an identifiable person, without the consent of the identifiable person, and who knows or reasonably should have known that such visual depiction was an altered sexual depiction. Exceptions are added for all three for “an act done for a bona fide medical, literary, academic, or scientific purpose.”

Per DOC, in FY 2023-24, there were 351 new commitments to prison for felony offenses committed under s. 827.071, F.S. However, is not known how many additional offenders there would be under this new language.

Per DOC, since the current Level 3, 3rd degree felony under s. 836.16, F.S., went into effect on October 1, 2022, there have been no new commitments to prison. Per FDLE, in FY 23-24, since the current Level 3, 3rd degree felony under s. 836.16, F.S., went into effect on October 1, 2022, there have been 10 arrests, with one guilty/conviction charge. That one charge was sentenced to 30 days in jail. It is not known how many additional offenders there would be with the two new felonies.

VI. Technical Deficiencies:

None.

VII. Related Issues:

This bill could potentially criminalize a parent for possessing a nude photo of their child taken without a prurient intent or prurient curiosity, if such image has been altered.

The bill creates an overlap between morphed child pornography and a possession of an altered sexual depiction of a minor.

VIII. Statutes Affected:

This bill substantially amends the following sections of the Florida Statutes: 827.071, 836.13, and 921.0022.

IX. Additional Information:

A. Committee Substitute – Statement of Substantial Changes:

(Summarizing differences between the Committee Substitute and the prior version of the bill.)

CS/CS/CS by Fiscal Policy on April 22, 2025:

The committee substitute:

- Removes the term “anus” from the definition of sexual conduct.
- Provides an exception to the offense of Lewd or lascivious image. The exception applies to a provider of an interactive computer service, which uses artificial intelligence,

unless the provider of an interactive computer service exists primarily to create lewd or lascivious images prohibited under this statute.

- Removes “consent” language from the offense of Solicitation of an altered sexual depiction of an identifiable minor.
- Removes “willful” intent element from the offense of generating any altered sexual depiction of an identifiable person.
- Removes language requiring that a person who generates any altered sexual depiction of an identifiable person “know or reasonably should have known” that they were generating such an image.
- Removes exception for bona fide medial, literary, academic, or scientific purpose from the offense of Altered sexual depictions.
- Increases rankings in the Offense Severity Ranking Chart.

CS/CS by Appropriations Committee on Criminal and Civil Justice on April 9, 2025:

The committee substitute:

- Removes definitions for the terms “anus” and “male genitals.”
- Removes language expanding the definition of the term “sexual conduct” to include masturbation by a person in the presence of a child or ejaculation on any part of a child’s body or clothing.
- Removes malicious intent from generating, soliciting or possessing any altered sexual depiction of an identifiable person.
- Provides criminal penalties for possession with intent to promote a lewd or lascivious image, and providing that a violation of this offense is a second degree unranked felony.
- Provides criminal penalties for the solicitation, possession, control or intentionally viewing of a lewd or lascivious image is a third degree unranked felony.
- Provides criminal penalties for knowingly possessing, controlling, or intentionally viewing, intentionally generating, or soliciting an altered sexual depiction of an identifiable minor is a third degree felony, ranked a Level 4 in the OSRC.
- Providing criminal penalties for willfully and intentionally promoting an altered sexual depiction of a minor is a second degree felony, ranked a Level 4 in the OSRC.
- Provides that soliciting an altered sexual depiction of an identifiable person without consent is a third degree felony, ranked a Level 2 in the OSRC.

CS by Criminal Justice on March 25, 2025:

The committee substitute:

- Removes language expanding the definition of “child pornography.”
- Provides definitions for “anus”, “male genitals”, “generate”, and “possess”.
- Revises the term “sexual conduct” to include masturbation by a person in the presence of a child or ejaculation on any part of a child’s body or clothing.
- Provides criminal penalties for willfully and maliciously generating or possessing any altered sexual depiction with the consent of an identifiable person. Each violation is a separate offense that is a third degree felony, ranked a Level 3 in the OSRC.
- Provides an exception for medical, literary, academic or scientific purposes, for crimes related to Altered Sexual Depiction.

B. Amendments:

None.

This Senate Bill Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.
