

GENERATIVE AI TERRORISM RISK ASSESSMENT ACT

NOVEMBER 12, 2025.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. GARBARINO, from the Committee on Homeland Security,
submitted the following

R E P O R T

[To accompany H.R. 1736]

[Including cost estimate of the Congressional Budget Office]

The Committee on Homeland Security, to whom was referred the bill (H.R. 1736) to require the Secretary of Homeland Security to conduct annual assessments on terrorism threats to the United States posed by terrorist organizations utilizing generative artificial intelligence applications, and for other purposes, having considered the same, reports favorably thereon with amendments and recommends that the bill as amended do pass.

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The amendments are as follows:
Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE.
This Act may be cited as the “Generative AI Terrorism Risk Assessment Act”.
69-006

SEC. 2. SENSE OF CONGRESS REGARDING THE USE OF GENERATIVE ARTIFICIAL INTELLIGENCE APPLICATIONS FOR TERRORIST ACTIVITY.

It is the sense of Congress that—

(1) the heightened terrorism threat landscape and the increasing utilization of generative artificial intelligence by foreign terrorist organizations represent a national security threat, and the challenges posed by such threat are not well understood; and

(2) the Department of Homeland Security, in consultation with the Office of the Director of National Intelligence, must take steps to recognize, assess, and address such threat, thereby reducing risks to the people of the United States.

SEC. 3. ANNUAL ASSESSMENTS ON TERRORISM THREATS TO THE UNITED STATES POSED BY THE USE OF GENERATIVE ARTIFICIAL INTELLIGENCE FOR TERRORISM.

(a) ASSESSMENTS.—

(1) **IN GENERAL.**—Not later than one year after the date of the enactment of this Act and annually thereafter for five years, the Secretary of Homeland Security, in consultation with the Director of National Intelligence, shall submit to the appropriate congressional committees an assessment of terrorism threats to the United States posed by the use of generative artificial intelligence for terrorism.

(2) **CONTENTS.**—Each terrorism threat assessment under paragraph (1) shall include the following:

(A) An analysis of incidents during the immediately preceding calendar year in which a foreign terrorist organization or individual has used or attempted to use generative artificial intelligence to carry out the following:

(i) Spread violent extremist messaging and facilitate the ability to radicalize and recruit individuals to violence.

(ii) Enhance their ability to develop or deploy chemical, biological, radiological, or nuclear weapons.

(B) Recommendations on appropriate measures to counter terrorism threats to the United States posed by such terrorist organization or individual.

(3) **COORDINATION.**—Each terrorism threat assessment under paragraph (1)—

(A) shall be coordinated by the Secretary of Homeland Security to ensure compliance with applicable law and protections relating to individuals' privacy, civil rights, and civil liberties, and

(B) may be informed by existing products of the Department of Homeland Security, as appropriate.

(4) **FORM.**—Each terrorism threat assessment under paragraph (1) shall be submitted in unclassified form, but may include a classified annex. The Secretary of Homeland Security shall post on a publicly available website of the Department of Homeland Security the unclassified portion of each such assessment. Each such unclassified portion shall not contain information that is designated as For Official Use Only, or otherwise would not be publicly available pursuant to section 552 of title 5, United States Code (popularly referred to as the "Freedom of Information Act" (FOIA)), or other applicable law.

(5) **BRIEFING.**—Not later than 30 days after the submission of each terrorism threat assessment under paragraph (1), the Secretary of Homeland Security shall brief the appropriate congressional committees regarding each such assessment. The head of any other relevant Federal department or agency shall join the Secretary for any such briefing if any such committee, in consultation with the Secretary, determines such is appropriate.

(b) INFORMATION SHARING.—

(1) **IN GENERAL.**—The Secretary of Homeland Security shall review information relating to terrorism threats to the United States posed by the use of generative artificial intelligence for terrorism that is gathered by State and major urban area fusion centers and the National Network of Fusion Centers, and incorporate such information, as appropriate, into the Department of Homeland Security's own information relating to such. The Secretary shall ensure the dissemination to State and major urban area fusion centers and the National Network of Fusion Centers of such information.

(2) **COORDINATION.**—In carrying out paragraph (1), the entities specified in paragraph (3) shall share with the Secretary of Homeland Security information regarding terrorism threats to the United States posed by the use of generative artificial intelligence for terrorism.

(3) **ENTITIES SPECIFIED.**—The entities specified in this paragraph are the following:

(A) The Office of the Director of National Intelligence.

(B) The Federal Bureau of Investigation.

(C) Members of the intelligence community.

(D) Any other relevant Federal department or agency the Secretary of Homeland Security determines necessary.

(c) DEFINITIONS.—In this section:

(1) APPROPRIATE CONGRESSIONAL COMMITTEES.—The term “appropriate congressional committees” means the Committee on Homeland Security, the Permanent Select Committee on Intelligence, and the Committee on Energy and Commerce of the House of Representatives and the Committee on Homeland Security and Governmental Affairs, the Select Committee on Intelligence, and the Committee on Commerce, Science, and Transportation of the Senate.

(2) ARTIFICIAL INTELLIGENCE.—The term “artificial intelligence” has the meaning given such term in section 5002 of the National Artificial Intelligence Initiative Act of 2020 (15 U.S.C. 9401).

(3) GENERATIVE ARTIFICIAL INTELLIGENCE.—The term “generative artificial intelligence” means the class of artificial intelligence models that emulate the structure and characteristics of input data in order to generate derived synthetic content, including images, videos, audio, text, and other digital content.

(4) FOREIGN TERRORIST ORGANIZATION.—The term “terrorist organization” means any entity designated as a foreign terrorist organization pursuant to section 219 of the Immigration and Nationality Act (8 U.S.C. 1189).

(5) FUSION CENTER.—The term “fusion center” has the meaning given such term in subsection (k) of section 210A of the Homeland Security Act of 2002 (6 U.S.C. 124h).

(6) INTELLIGENCE COMMUNITY.—The term “intelligence community” has the meaning given such term in section 3(4) of the National Security Act of 1947 (50 U.S.C. 3003(4)).

(7) NATIONAL NETWORK OF FUSION CENTERS.—The term “National Network of Fusion Centers” means a decentralized arrangement of fusion centers intended to enhance the ability of individual State and local fusion centers to leverage the capabilities and expertise of all such fusion centers for the purpose of enhancing analysis and homeland security information sharing nationally.

(8) TERRORISM.—The term “terrorism” has the meaning given such term in section 2 of the Homeland Security Act of 2002 (6 U.S.C. 101).

Amend the title so as to read:

A bill to require the Secretary of Homeland Security to conduct annual assessments on threats to the United States posed by the use of generative artificial intelligence for terrorism, and for other purposes.

PURPOSE AND SUMMARY

H.R. 1736, the “Generative AI Terrorism Risk Assessment Act,” requires the Department of Homeland Security (DHS) to conduct annual assessments on the threats to the U.S. posed by terrorist organizations using generative artificial intelligence (GenAI).

BACKGROUND AND NEED FOR LEGISLATION

GenAI is an advanced technology that uses substantive amounts of data and machine learning to create content such as text, images, audio, and video. Unlike traditional artificial intelligence (AI), which primarily sorts and analyzes data, GenAI understands the relationships between different data points, and uses this to generate modified contextually relevant content.

While GenAI has many positive applications, including enhancing creativity, efficiency, and personalization, it is also being weaponized by terrorist organizations like ISIS, Al-Qaeda, Hezbollah, and Hamas. These groups use GenAI to automate and amplify propaganda on a massive scale. AI-generated videos, images, and audio are used to manipulate emotions, create false realities, and spread false information on social media, making it increasingly difficult to distinguish from factual content.

This evolving threat landscape underscores the urgent need for legislation requiring regular threat assessments and improved co-

ordination between homeland security and law enforcement to combat the misuse of GenAI by terrorist groups.

To address these challenges, this legislation requires DHS to conduct annual assessments of GenAI-related threats. It also directs DHS to enhance the sharing of terrorism-related information with state, local, tribal, and territorial law enforcement through Fusion Centers, which will help to close critical gaps in national security and better protect the public from increasingly sophisticated, AI-driven threats.

HEARINGS

The Committee held the following hearing in the 119th Congress that informed H.R. 1736:

On March 4, 2025, the Subcommittee on Counterterrorism and Intelligence held a hearing entitled “The Digital Battlefield: How Terrorists Use the Internet and Online Networks for Recruitment and Radicalization” and received testimony from Daveed Gartenstein-Ross, PhD, Senior Advisor on Asymmetric Warfare, Foundation for Defense of Democracies; Aaron Zelin, PhD, Senior Research Fellow, The Washington Institute for Near East Policy; Mr. Daniel Flesch, Senior Policy Analyst, Middle East and North Africa, Allison Center for National Security, the Heritage Foundation, who testified as a private citizen; and Kurt Braddock, PhD, Assistant Professor, Public Communication, American University.

COMMITTEE CONSIDERATION

The Committee met on September 3, 2025, a quorum being present, to consider H.R. 1736 and ordered the measure to be favorably reported to the House, as amended, by a recorded vote of 21 yeas to 0 nays.

COMMITTEE VOTES

Clause 3(b) of rule XIII requires the Committee to list the recorded votes on the motion to report legislation and amendments thereto.

The vote was as follows:

COMMITTEE ON HOMELAND SECURITY 119 TH CONGRESS		
Date: September 3, 2025		
Roll Call Vote No. 52		
Ordering H.R. 1736 to be favorably reported to the House, as amended		
Yeas		Nays
X	Mr. McCaul, Texas	
X	Mr. Guest, Mississippi	
X	Mr. Gimenez, Florida	
X	Mr. Pfluger, Texas	
	Ms. Greene, Georgia	
X	Mr. Gonzales, Texas	
X	Mr. Luttrell, Texas	
	Mr. Strong, Alabama	
X	Mr. Brecheen, Oklahoma	
X	Mr. Crane, Arizona	
X	Mr. Ogles, Tennessee	
X	Mrs. Biggs, South Carolina	
X	Mr. Evans, Colorado	
X	Mr. Mackenzie, Pennsylvania	
	Mr. Knott, North Carolina	
X	Mr. Thompson, Mississippi, Ranking Member	
	Mr. Swalwell, California	
	Mr. Correa, California	
X	Mr. Thanedar, Michigan	
	Mr. Magaziner, Rhode Island	
X	Mr. Goldman, New York	
X	Mrs. Ramirez, Illinois	
X	Mr. Kennedy, New York	
	Mrs. McIver, New Jersey	
X	Ms. Johnson, Texas	
X	Mr. Hernández, Puerto Rico	
	Ms. Pou, New Jersey	
X	Mr. Carter, Louisiana	
	Mr. Green, Texas	
X	Mr. Garbarino, New York, Chairman	
21	TOTAL	0

COMMITTEE OVERSIGHT FINDINGS

In compliance with clause 3(c)(1) of rule XIII, the Committee advises that the findings and recommendations of the Committee, based on oversight activities under clause 2(b)(1) of rule X, are incorporated in the descriptive portions of this report.

CONGRESSIONAL BUDGET OFFICE ESTIMATE, NEW BUDGET AUTHORITY, ENTITLEMENT AUTHORITY, AND TAX EXPENDITURES

With respect to the requirements of clause 3(c)(2) of rule XIII and section 308(a) of the Congressional Budget Act of 1974, and with respect to the requirements of clause 3(c)(3) of rule XIII and section 402 of the Congressional Budget Act of 1974, the Committee adopts as its own the estimate of any new budget authority, spending authority, credit authority, or an increase or decrease in revenues or tax expenditures contained in the cost estimate prepared by the Director of the Congressional Budget Office.

H.R. 1736, Generative AI Terrorism Risk Assessment Act			
As ordered reported by the House Committee on Homeland Security on September 3, 2025			
By Fiscal Year, Millions of Dollars	2026	2026-2030	2026-2035
Direct Spending (Outlays)	0	0	0
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	0	0
Spending Subject to Appropriation (Outlays)	*	*	not estimated
Increases <i>net direct spending</i> in any of the four consecutive 10-year periods beginning in 2036?	No	Statutory pay-as-you-go procedures apply?	No
		Mandate Effects	
Increases <i>on-budget deficits</i> in any of the four consecutive 10-year periods beginning in 2036?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No
* = between zero and \$500,000.			

H.R. 1736 would require the Department of Homeland Security (DHS), in consultation with the Director of National Intelligence, to report to the Congress annually on the threat of terrorism posed by the use of generative artificial intelligence (AI). Generative AI uses computer models that learn from existing data to develop novel output, including images, video, and audio, based on input provided by a user. The bill's reporting requirement would end six years after enactment.

H.R. 1736 also would require DHS to review and disseminate information gathered by the national network of fusion centers that is related to threats of terrorism posed by the use of generative AI. Fusion centers are state-owned entities that combine intelligence, resources, and expertise across federal, state, local, and tribal agencies within each state or major urban area.

Based on the costs of similar activities, CBO estimates that implementing H.R. 1736 would cost less than \$500,000 over the 2026–2030 period, primarily for the bill's reporting requirements. Any related spending would be subject to the availability of appropriated funds. Because DHS already receives information from fusion cen-

ters and disseminates such information, CBO expects that any costs related to implementing that requirement would be insignificant.

The CBO staff contact for this estimate is Jeremy Crimm. The estimate was reviewed by H. Samuel Papenfuss, Deputy Director of Budget Analysis.

PHILLIP L. SWAGEL,
Director, Congressional Budget Office.

FEDERAL MANDATES STATEMENT

The Committee adopts as its own the estimate of Federal mandates prepared by the Director of the Congressional Budget Office pursuant to section 423 of the Unfunded Mandates Reform Act of 1995.

DUPLICATIVE FEDERAL PROGRAMS

Pursuant to clause 3(c) of rule XIII, the Committee finds that H.R. 1736 does not contain any provision that establishes or reauthorizes a program known to be duplicative of another Federal program.

STATEMENT OF GENERAL PERFORMANCE GOALS AND OBJECTIVES

Pursuant to clause 3(c)(4) of rule XIII, the objective of H.R. 1736 is to conduct annual assessments on the threats to the U.S. posed by terrorist organizations using generative artificial intelligence (GenAI).

CONGRESSIONAL EARMARKS, LIMITED TAX BENEFITS, AND LIMITED TARIFF BENEFITS

In compliance with rule XXI, this bill, as reported, contains no congressional earmarks, limited tax benefits, or limited tariff benefits as defined in clause 9(d), 9(e), or 9(f) of rule XXI.

ADVISORY COMMITTEE STATEMENT

No advisory committees within the meaning of section 5(b) of the Federal Advisory Committee Act were created by this legislation.

APPLICABILITY TO THE LEGISLATIVE BRANCH

The Committee finds that H.R. 1736 does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the Congressional Accountability Act.

SECTION-BY-SECTION ANALYSIS OF THE LEGISLATION

Section 1. Short title

This section provides the Act's short title, the "Generative AI Terrorism Risk Assessment Act."

Section 2. Sense of Congress regarding the use of Generative Artificial Intelligence applications for terrorist activity

This section expresses the view of Congress, emphasizing that the threat posed by foreign terrorists using GenAI remains uncer-

tain and that DHS must take steps to recognize, assess, and address this threat.

Section 3. Annual assessments on terrorism threats to the United States posed by the use of Generative Artificial Intelligence for terrorism

This section requires DHS, in consultation with the Office of the Director of National Intelligence (ODNI), to submit a report on terrorism threats to the United States posed by GenAI to relevant Committees of jurisdiction within one year of enactment.

Specifically, Sec. 3(a) stipulates what contents shall be covered in the report—including analysis of how foreign terrorist organizations and individuals have used GenAI to spread violent extremist messaging, radicalize and recruit individuals, and enhance their ability to develop or deploy chemical, biological, radiological, or nuclear weapons—and how the report shall be coordinated amongst the Department. It also requires DHS to brief relevant Congressional committees of jurisdiction on the report no later than 30 days after the completion of the assessment.

Subsection (b) requires DHS to share relevant information on the contents with state and major urban area fusion centers, as well as the National Network of Fusion Centers.

Lastly, subsection (c) includes definitions, including a new definition for “generative artificial intelligence”.

